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# **Social Security Bulletin**

**May 1939**

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## ***Special Articles***

**The New Zealand Social Security Act**

**Analyzing the Administrative Expenses  
of Public-Assistance Agencies**

**Migration of Workers to Michigan**

**The Statistical Adequacy  
of Employers' Occupational Records**

**The Economic Status of Urban Families  
and Children**

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**SOCIAL SECURITY BOARD**

**WASHINGTON, D. C.**

**Volume 2**

**Number 5**

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## **SOCIAL SECURITY BOARD**

**WASHINGTON, D. C.**

**ARTHUR J. ALTMAYER, *Chairman***

**GEORGE E. BIGGE**

**ELLEN S. WOODWARD**

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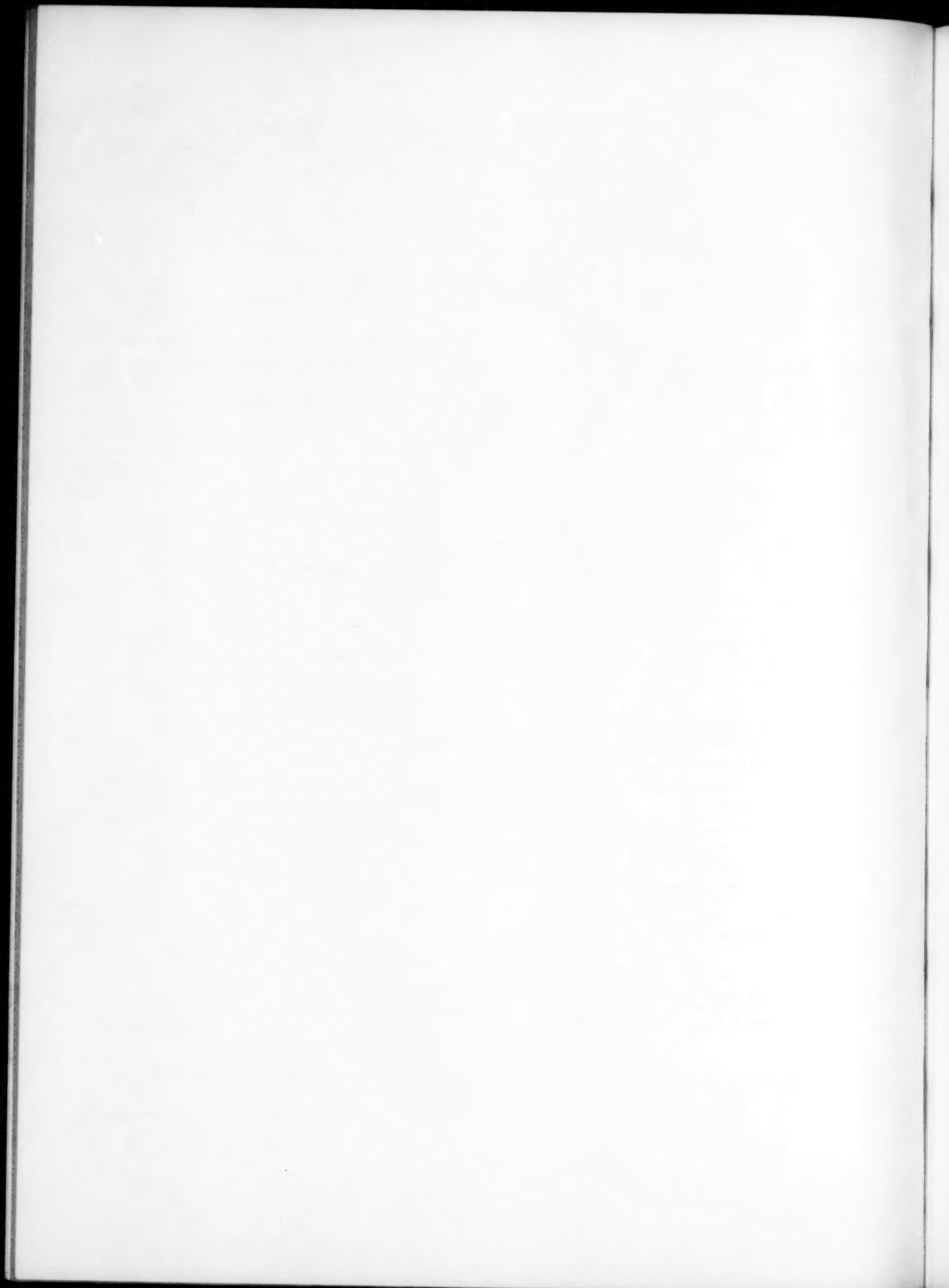
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CORRECTION.—In the April Bulletin, page 86, table 6, footnote 1, the percentages in column 2 of the tabulation of scheduled rates under the Social Security Act should be transposed to column 4 under the heading "Committee on Economic Security," and the figures in column 4 transposed to column 2.



# Social Security Bulletin

Volume 2

MAY 1939

Number 5

## SOCIAL SECURITY IN REVIEW

THE PUBLIC hearings on social-security legislation conducted by the Committee on Ways and Means of the House of Representatives were brought to a close on April 7, 1939, at the conclusion of the 48th session in a period of more than 2 months. Subsequently the committee met in executive session, and on April 28 the Chairman, Robert L. Doughton, announced that the committee had decided unanimously to recommend a change in the schedule of taxes under title VIII of the Social Security Act whereby the present rates of 1 percent each on employers and employees would remain in effect until 1943. Other recommendations agreed upon by the committee were summarized by Chairman Doughton on May 3 in the following announcement:

"The Ways and Means Committee decided today to recommend an amendment to the unemployment compensation tax title of the Social Security Act which will enable States that have built up an adequate reserve to make a general State-wide reduction below 2.7 percent in the rate of contribution required of employers and still permit employers in that State to obtain their full 90 percent credit on the Federal pay-roll tax . . .


"If the committee's recommendation is enacted into law, a State would be enabled to reduce its contribution rate below 2.7 percent and employers in that State would still be able to claim the full 2.7-percent offset against the 3-percent Federal tax, provided the State had built up the requisite unemployment compensation reserve fund and had a law granting benefits meeting certain minimum standards . . .

"The committee will probably suggest as an adequate reserve not less than one-and-one-half times the highest amount paid into a State unemployment compensation reserve fund or not less than one-and-one-half times the highest amount

of compensation paid out of such fund, whichever amount is the greater.

"As regards minimum benefit standards, the committee probably will recommend that unemployment compensation be payable to qualified individuals for a period of 16 weeks at a rate of not less than 50 percent of the full-time weekly earnings after a waiting period of not more than 2 weeks.

"The committee also decided to recommend that there be a top limit of \$3,000 per annum on wages subject to the unemployment compensation tax. This is the same top limit as already exists for the old-age insurance tax.

"Another important decision that the committee reached was to recommend that monthly old-age insurance benefits commence in 1940 instead of 1942 and be liberalized along the general lines recommended by the Social Security Board. 

"Other decisions reached were to expand the present exemption of agricultural labor, to exempt students, and to exempt employees of all non-profit organizations receiving only nominal remuneration."

Chairman Doughton later announced that the committee has also agreed to recommend changes in the procedure for handling old-age insurance funds. The committee's recommendations provide for a trust account to be administered by a board of trustees consisting of the Secretary of Labor, the Secretary of the Treasury, and the Federal Security Administrator.

ON APRIL 27, a subcommittee of the Senate Committee on Education and Labor initiated public hearings on proposed legislation in the field of health. The hearings are concerned chiefly with the measures proposed in the bill introduced by Senator Robert F. Wagner, of New York, to implement the recommendations for a national health



program formulated by the Interdepartmental Committee to Coordinate Health and Welfare Activities.

AN AMENDMENT to section 301 of the Social Security Act authorizing annual appropriations of \$80 million for grants to the States for administration of their unemployment compensation laws was approved by the President on April 19. An additional appropriation of \$10 million was subsequently made available for the current fiscal year through an amendment to the Second Deficiency Appropriation Act, approved by the President on May 2. This amount increases the total appropriations for this purpose for the current fiscal year to \$59 million.

CONSOLIDATION of Federal administrative organization in several broad fields is provided in a reorganization plan transmitted to the Congress by the President on April 25, pursuant to the provisions of the Reorganization Act of 1939. Under part 1 of the plan the Bureau of the Budget, the Central Statistical Board, and the functions of the National Resources Committee and of the Federal Employment Stabilization Office are transferred to the Executive Office of the President. Under part 2, the Social Security Board, the Civilian Conservation Corps, the United States Employment Service, the Public Health Service, the Office of Education, and the National Youth Administration are brought together in a Federal Security Agency. The plan provides that a Federal Security Administrator, appointed by the President by and with the advice and consent of the Senate, "shall have general direction and supervision over the administration of the several agencies consolidated into the Federal Security Agency . . . and shall be responsible for the coordination of their functions and activities."

Part 3 provides for the establishment of a Federal Works Agency, embracing the functions of the Bureau of Public Roads, the United States Housing Authority, the Federal Emergency Administration of Public Works, the Works Progress Administration, and certain related functions of other agencies, under the direction of the Federal Works Administrator. Under part 4, a number of agencies established for the purpose of providing loans, directly or indirectly, for the stimulation and stabilization of agriculture, are transferred to the

Department of Agriculture; and a number of independent lending agencies, including the Reconstruction Finance Corporation, the Electric Home and Farm Authority, the Federal Home Loan Bank Board, and the Federal Housing Administration, are grouped in a Federal Loan Agency.

UNEMPLOYMENT benefit payments during March amounted to nearly \$49 million, according to reports received by the Social Security Board from the 49 jurisdictions in which benefits are now payable. This amount represented an increase of nearly 41 percent over the total for February. Decreases in the amount of benefit payments were reported for only 7 States, while increases of 50 percent or more were reported for 15 States. The average weekly payment for total unemployment in March ranged from \$5.25 in Mississippi to \$15.37 in Alaska. For partial unemployment the average ranged from \$3.92 in Georgia to \$13.17 in Wyoming.

OBLIGATIONS amounting to more than \$45.4 million were incurred for March for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in States making such payments under plans approved by the Social Security Board. Of this total, nearly \$35.3 million represented payments to more than 1.8 million recipients of old-age assistance in 51 jurisdictions. More than \$9.1 million represented payments in 42 jurisdictions on behalf of some 687,000 dependent children in 283,000 families; and a little more than \$1 million was for payments to nearly 44,000 recipients of aid to the blind in 42 jurisdictions.

Total payments for all types of public assistance, together with earnings of persons employed under Federal work programs, amounted to nearly \$318 million in the continental United States for March, according to reports received by the Social Security Board. Earnings of persons employed on projects operated by the Works Progress Administration again accounted for nearly half the combined total for all assistance and work programs. Obligations incurred for payments to recipients of the special types of public assistance and obligations incurred from State and local funds for public general relief extended to cases each accounted for nearly 15 percent of the total.

# THE NEW ZEALAND SOCIAL SECURITY ACT

ALMON F. ROCKWELL\*

IN THE New Zealand general election of 1935 the Labor Party, which for some years had occupied the position of an aggressive minority, was swept into power by a substantial plurality over its Conservative and Independent opponents. Under the leadership of Prime Minister M. J. Savage, numerous social reforms were put into effect, culminating in the adoption of the Social Security Act, 1938, one of the most liberal and comprehensive measures of its kind ever enacted. The law was not scheduled to come into operation until April 1, 1939. The Labor Party was returned to power in the general election of October 1938 by an imposing majority, following a campaign in which the major issue was the approval or disapproval of the Government's social security program.

The basic philosophy which motivated the adoption of the bill is embodied in the Prime Minister's statement: "A new principle has been introduced by this Act: citizens of the Dominion are insuring themselves against the economic hardships that would otherwise follow those natural misfortunes from which no one is immune." There is also recognition of the importance of a Government subsidy—in this case 50 percent or more. The levy of a contribution on all the private income of the community as the source of the remainder of the necessary revenue expresses the philosophy of the interdependence of all citizens in the general welfare. It is not surprising, therefore, that the Government should have committed itself to the task of increasing the national income at all costs. Thus, at one of the hearings before the National Health and Superannuation Committee which drew up the bill, Mr. Savage remarked: "Income should be a reflection of production but it never has been. We have come into power to make it that. Don't try to harness us to orthodox methods, because we are going to kick over the traces." It must be added, however, that there has been no official indication of the manner in which this result is to be achieved.

\* Bureau of Research and Statistics, Old-Age Benefits Research Division. This article is based on data contained in the following publications: *New Zealand, Social Security Act, 1938* (2 Geo. VI, 1938, No. 7); *National Health and Superannuation Committee, Report, 1938*; and the *New Zealand Official Year-Book, 1937, 1936*.

During the meetings of the Committee as well as throughout the political campaign, there was strenuous objection to the plan, especially from the New Zealand branch of the British Medical Association, which advanced the same kind of arguments as are being expressed by its counterpart in the United States. Business, through the chambers of commerce, registered its strong protest against what it considered the lack of financial soundness in the undertaking, and other dissenting views were expressed by farmers' organizations and persons already covered by some private plan. The majority opinion of the population, however, overrode these objections.

As far back as 1898 a noncontributory plan for old-age pensions was adopted in New Zealand. This was amended on various occasions until 1926, when the Pensions Act of that year consolidated the various pension schemes already operating in the Dominion. Some of the significant measures incorporated into the 1926 Act were the Widows' Pensions Act of 1911, the Miner's Phthisis Act of 1915, and the War Pensions Act of 1915. In 1936 the scope of the program and the benefits were made more liberal in the Pensions Amendment Act. One of the most important amendments introduced provided a general invalidity pension to every person aged 16 or over who was totally blind or permanently incapacitated for work by accident, illness, or congenital defect, and who satisfied certain residential and other requirements. Earlier legislation on that subject recognized only blindness as a cause for compensation.

In March 1938 the Government made public its plan for a comprehensive state scheme of health services and pensions. A National Health and Superannuation Committee was set up to hear arguments from every interested person or group. The Committee was composed entirely of members of the House of Representatives and included seven members of the Labor Party, three members of the Opposition, and one Independent. The proposals of the Government were adopted, subsequently passed by the House of Representatives, and became law on September 14, 1938.

The act incorporates and liberalizes the services provided under previous legislation for old-age

assistance; pensions for widows and orphans, invalidity, miners, and war veterans; unemployment relief; and family allowances. It adds new provisions for universal superannuation benefits, general medical and hospital services and maternity care, and cash benefits during sickness. Thus the act represents the first attempt on a national scale to combine under one integrated system of economic security protection against all hazards which are covered by social insurance in other countries. Only the workmen's compensation legislation remains separate.

The New Zealand act differs from social insurance in its usually accepted form. Benefits are not measured in terms of contributions paid. Rather they are conditional upon the fulfillment of certain residence requirements, and, with the exception of the medical and universal superannuation benefits, they are granted only if the income of the beneficiary is below a specified amount. Moral qualifications have been retained in the liberalized provisions taken over from earlier legislation.

### Medical, Hospital, and Related Benefits

The benefits which are to be made available under this section of the act are general practitioner services—not including specialist and consultant services—hospital treatment, pharmaceutical benefits, and maternity benefits. They are to be administered by the Minister of Health and are scheduled to come into operation on April 1, 1939, the effective date of the act, or as soon thereafter as their effective administration can be brought into operation. Every person over 16 years of age and ordinarily resident in New Zealand and every member of his family under 16 are entitled to the benefits regardless of income. Benefits are restricted, however, in cases in which a person receiving medical or other treatment is entitled to claim workmen's compensation or the recovery of damages. The Minister of Health is to "fix the terms and conditions subject to which the persons entitled to medical benefits . . . may claim such benefits." The Minister is also empowered to make arrangements for such supplementary benefits as in his opinion are necessary for the effective operation of the health services, including radiological and laboratory services,

administration of anesthetics, specialist and consultant services, dental and optical services, ambulance service, and home-nursing and domestic assistance.

Criticism of these provisions, expressed by the New Zealand branch of the British Medical Association during the Committee hearings, was based on three principal premises. The first and most important was the assertion that a universal service was unnecessary as long as many people were able to pay for the attention of their own doctor or preferred to do so. The association also claimed that the enactment of the bill would lead to a deterioration of the standards of medical service and would tend to create class distinctions. In reply to the first argument, the attitude of the Committee was that "few people can with certainty claim that they will always be able to pay for their own medical services. Even if they could establish their claim, this is no more an argument against a universal service than is the suggestion that because a man can afford to pay for his child's schooling, education should not be freely available to all." In addition, the Committee based its opinion on the findings of Sir Henry Brackenbury, member of an advisory committee to the British Ministry of Health and former chairman of the Council of the British Medical Association, who served in an advisory capacity to the New Zealand branch of the Medical Association and the Government Committee. In its report the Committee quoted Sir Henry's statement: "I do claim . . . that the securing of early and adequate medical attendance and ancillary services for all classes of the population is an extremely desirable and valuable thing for any nation, and that the most satisfactory method of securing this is by a compulsory insurance scheme."

With respect to the argument of the Medical Association that the standard of medical service would deteriorate, the Committee stated: "We believe that the standard of integrity of the medical profession is as high as in any other, and we are satisfied that if the doctors are fairly and equitably remunerated for their service they will render the highest possible degree of care and efficiency." In answer to the contention that the bill would lead to social distinction, the Committee remarked: "It is almost inevitable that under present conditions the person who can pay



most will get the best service from his doctor. Under the Government's scheme the need of the patient will be the measure of the doctor's attention."

In an official publication the Government has stressed the point that the conditions of medical service under the act are to be determined only after consultation with representatives of the medical profession and any question affecting that profession will be dealt with only after consideration by a committee fully representative of the medical profession.<sup>1</sup>

### **Medical and Pharmaceutical Benefits**

The Minister of Health is to appoint such committees or other advisory boards as he may consider necessary to assist him in fixing the terms and conditions under which the services are to be furnished or in hearing complaints or disputes which may arise concerning benefits. The terms and conditions so fixed will operate as an offer of contract and service to every registered medical practitioner or registered pharmacist, and any person signifying his willingness to provide benefits in accordance with those terms shall be deemed to have entered into a contract with the Minister. A fine of not more than £50 may be imposed upon any practitioner who fails to render "to the best of his knowledge, skill, and ability, all proper and necessary medical, surgical, and other services that may be required of him under the contract." Provisions are also made for setting up a special court of inquiry which shall, in cases of breach of contract, recommend to the Minister whether the contract shall be terminated. These courts shall consist of a member of the judiciary, acting as president, and not less than two other persons, who shall belong to the same profession as the individual whose contract is under investigation. A practitioner whose contract has been voided under these conditions may never again enter into a new one.

A person entitled to claim medical benefits is authorized to select his own doctor from among those registered, but the doctor's acceptance must in each case be obtained. If the person fails to select a doctor, or if the doctor selected does not agree to serve, the selection may be made by an

appropriate committee to be appointed by the Minister of Health. Although the act does not specify how this administrative procedure will be carried out, the assumption may be made that, since the Dominion is divided into a number of health districts, the medical officers of health will act as the Government's representatives. All persons entitled to medical treatment are also entitled to such medicines, drugs, materials, and appliances as may be prescribed. The Minister is empowered to fix the terms under which they are to be supplied.

### **Hospital Treatment**

Under the Hospitals and Charitable Institutions Act of 1926 a number of hospital districts were created, in each of which a hospital board operates and manages public hospitals, sanatoria, maternity homes, and similar institutions. The act provides for free treatment in any of the board institutions. Payments from the Social Security Fund for these treatments are yet to be fixed, but an amount of 6s. per day per occupied bed was suggested by the Committee. Treatments may also be given in recognized and approved private hospitals, and a payment equivalent to the amount of grant to public hospitals will be made to the licensee, the balance to be met by the patient. Special provision will be made for grants in the case of certain hospitals which are operated by religious organizations and do not charge fees in the regular manner.

### **Maternity Benefits**

A woman who is confined in a maternity hospital shall be entitled to all necessary medical and nursing attendance, maintenance, and care during confinement and for a period of 14 days following the birth of the child. When the confinement is at home, provisions are made for the services of a medical practitioner and an approved midwife for the same period. The stipulations concerning payments to public and private hospitals, respectively, from the Social Security Fund are the same as those described in the previous paragraph. The woman has the right to select her own physician, but this decision will be subject to the doctor's authorization to practice in the hospital of her choice. The patient may also choose the nurse or midwife who attends her in her own home.

<sup>1</sup> *Social Security: A full explanation of the Social Security Act, 1938 . . . 1938*, p. 26.

## Superannuation and Social Security Benefits

One section of the act brings together and liberalizes provisions for pensions of various types already in force under existing legislation. It also introduces the principle of "universal superannuation," described by the Prime Minister as "a system that will eventually provide universal superannuation of an adequate amount for every citizen irrespective of other income and property." The benefits under this section are to be administered by a Social Security Department, the executive officers of which are the three members of a Social Security Commission, acting under the general direction and control of a Minister of the Crown.

### *Universal Superannuation and Age-Benefits*

Under the Pensions Act, 1926, amended in 1936, old-age pensions were payable on a means-test basis to men at age 65 and to women at age 60. The maximum payment under this earlier legislation was £58 10s. per year, subject to a reduction of £1 for every pound of income over £52, and an additional reduction of £1 for every £10 net capital value of accumulated property. The income limit, including the pension, for eligibility was £110 10s. a year for a single person and £169 jointly for a married couple.

Superannuation benefits, under the 1938 act, are available to all persons reaching the age of 65, without regard to other income or property. The sole qualification is that of residence, namely, 10 years for persons living in New Zealand on March 15, 1938, and 20 years for those arriving in the country after that date. Payments will begin on April 1, 1940, and will amount to £10 in the first year, increasing thereafter by £2 10s. yearly until the maximum of £78 is reached in 1968. These automatic increases will apply to recipients in the first year as well as to annuitants entering later; thus, a person reaching age 65 in April 1941 would start with a pension of £12 10s., the amount payable in the fiscal year 1941-42.

Superannuation benefits do not, however, replace the existing provisions for old-age pensions on a means-test basis. The latter are not only retained but are further liberalized by making such pensions payable to both men and women at age 60, thereby taking care of aged persons between the ages of 60 and 65. These pensions,

referred to in the act as "age-benefits," maintain the means-test principle by disqualifying as recipients single persons with a total weekly income (including benefit) of over £2 10s. per week, and married couples with a total income exceeding £4 per week. The basic rate of benefit is £1 10s. per week, i. e., £78 per year, which, it will be noted, is the maximum figure to be reached ultimately under universal superannuation. However, this benefit is to be reduced as follows:

#### *For unmarried persons:*

- (a) By £1 for every pound of private income in excess of £52 per year, and
- (b) By £1 for every £10 of the net capital value of accumulated property of the applicant.

#### *For married persons (both 60 or over):*

- (a) By 10s. for every pound of private income in excess of £52 per year.

#### *For married persons (husband over 60, wife under 60):*

- (a) By £1 for every pound of private income in excess of £130 a year. In other words, they are allowed an income of £2 10s. per week.

In addition, the rate of age-benefit for persons who have a child or children under the age of 16 may be increased by the Social Security Commission by such amount as "it considers fit," not to exceed £13 a year per child. Moreover, persons receiving age-benefits may, on reaching age 65 in 1940 or thereafter, qualify either for the universal superannuation payment or continue to receive age-benefits if the latter are greater. For example, a single man who was 63 years of age in April 1939 and had no private income would be qualified to receive £78 per year under the age-benefits provision. In 1941, when he became 65, the universal superannuation rate would be only £12 10s., and he would accordingly continue to be paid under the age-benefits provision. In 1968, when the superannuation benefit reaches the maximum of £78 per year, the present age-benefit will be superseded, and there will be universal superannuation of £78 per annum.

### *Invalidity Benefits*

The act states that every person who has attained the age of 16 years and who is not qualified to receive an age-benefit shall be entitled to an invalidity benefit, if he is (a) totally blind or

(b) permanently incapacitated for work as a result of an accident or by reason of illness or any congenital defect. Certain residential qualifications must be satisfied, and the disability must have been acquired during residence in New Zealand and must not be self-induced. Under the 1936 act, when invalidity pensions were first introduced, the weekly rate of benefits was £1 for the invalid, 10s. for his wife, and 10s. for each dependent child under 16. Under the new provisions the rate of benefits will range from £1 10s. a week for an individual over 21 years of age and without dependents—£1 for those under 21—to a maximum of £4 per week for a man and wife with four or more children. The income allowable in addition to the benefit is £1 per week for single persons, £1 10s. for a married man or widower with dependent children, and £2 per week for a married woman.

Special provision is made for blind persons in that personal earnings up to £2 15s. a week are not to be taken into account in computing the allowable income. Moreover, a totally blind person who is employed will be entitled to an additional allowance equal to 25 percent of his average weekly earnings for the year, so long as his total income, including benefits, does not exceed £4 5s. a week.

#### **Widows' and Orphans' Benefits**

The original Widows' Pensions Act, 1911, as amended in 1926 and 1936, provided for a maximum of £1 10s. a week to a widow with one child under 15 years of age and 10s. for each additional child under 15, the aggregate not to exceed £4 10s. a week. Under the new act the maximum payment remains the same, but the age limit of the child is raised to 16 years, and the weekly payment to a widow with one child is increased to £1 15s. Income allowable from other sources is set at £1 10s. a week. The act also provides for payment of benefits to two special classes of women who have dependent children but are not actually widows: (a) married women who have been deserted by their husbands and who have been unable to obtain payment under a maintenance order, and (b) married women whose husbands are under treatment in mental hospitals.

Under the old law, widows' pensions ceased when the children reached the age of 15. The new legislation provides a weekly benefit of £1

for the widow after the youngest child has ceased to be eligible. The qualification in this case is that the duration of her marriage and the time that, as a widow, she had the care of any of the children under 16 must not have been less than 15 years. The act also introduces an entirely new provision with respect to childless widows by allowing a weekly benefit of £1. In this case, however, the woman must have become a widow after the age of 40, her marriage must have continued for not less than 10 years, and 15 years must have elapsed since the date of her marriage. If the woman becomes widowed after the age of 50 years, only 5 years of marriage are required as qualification.

Any child under 16, whose parents are both dead, who was born in New Zealand, and who is not being maintained in a State institution shall be entitled to a benefit not to exceed 15s. a week. These benefits are payable until age 16, but in special circumstances where the child is continuing its education the benefit may be payable for not more than 2 additional years. In determining the benefit rate to be paid to any orphan, the Social Security Commission must take into account any property or income which the child may have.

#### **Family Benefits**

Under the Family Allowances Act, a part of the Pensions Act, 1926, provision was made for allowances at the rate of 2s. for each child under 15 after the first two, so long as the total family income from all sources did not exceed £4 per week. These were granted regardless of the fact that both parents were living and in good health, and represent a rather unusual degree of liberality, especially when the comparatively high income limit of £4 a week is considered. The 1938 act now further liberalizes this provision by increasing the allowance to 4s. a week, the age limit to 16, and the total allowable income to £5 a week. The Commissioners may also extend the grant beyond the age of 16 if the child is totally incapacitated physically or mentally and unable to earn a living. These allowances must be used exclusively toward the maintenance or education of the children, and the benefit may be discontinued at any time if, in the opinion of the Commission, this stipulation is not being followed.



### **Unemployment Benefits**

As far back as the seventies New Zealand had a program of public works to cope with the problem of unemployment, and at various later periods unemployment has assumed serious proportions. The Unemployment Act, 1930, superseded by the Employment Promotion Act, 1936, provided for subsidies to local communities for work relief and also for employment on public works under the Public Works Department. In addition, it granted "sustenance" payments to unemployed individuals for whom work could not be found under any of the subsidized schemes. These weekly payments ranged from £1 for a single man 20 years or over and £1 15s. for a married man without children, to a maximum of £3 3s. for a married man with children, allowing 4s. for each child.

Under the 1938 act, unemployment benefits are payable to every person over 16 who is unemployed, is capable of working and willing to work, and has taken reasonable steps to obtain suitable employment. He must also have resided continuously in New Zealand for not less than 12 months. A married woman can qualify only if the Commission finds that her husband is unable to support her.

In the case of unemployed persons over 16 and under 20, the benefit rate will be 10s. weekly. In all other cases, the rate shall be £1 per week, increased for married men with dependent children by 15s. for the wife and 5s. for each child up to a maximum weekly benefit of £4. These benefits are identical in rate with those payable for temporary sickness. The Commission has discretionary powers to reduce the rate of the benefit in relation to other income and property. In no case shall the total income, including the benefit, exceed £4 a week for a family.

The act stipulates a waiting period of 7 days, which, however, may be waived by the Commission. Similarly, the Commission may postpone the commencement of an unemployment benefit for as long as 6 weeks or even terminate it altogether if the applicant lost his job through misconduct, left voluntarily without good reason, or failed to accept an offer of suitable employment. A benefit may also be refused to a seasonal worker if in the opinion of the Commission his earnings for the season are sufficient for the maintenance

of himself and his family. With these exceptions benefits are payable as long as the recipient meets the basic qualifications and unless he becomes entitled to receive some other benefit under the act.

### **Miner's Benefits**

As is the case in many European countries, special provisions are made for miners owing to the especially hazardous nature of their occupation. Under the Pensions Act, 1926, which incorporated the Miner's Phthisis Act, 1915, and was amended on several occasions up to 1936, the weekly pensions during incapacity were payable on the basis of £1 5s. plus 10s. for the wife and 10s. for each dependent child under 15 years up to a maximum of £4 10s. Under the 1938 act the rates are £1 10s. a week plus 10s. for the wife and for each child under 16 up to a maximum of £4 10s., to be paid irrespective of any other income received by them or any property owned by them. Special provision is made for payment of "reasonable" funeral expenses of any person who dies while receiving a miner's benefit. In addition, the widow of any person who dies while in receipt of a miner's benefit shall be entitled to a benefit of 17s. 6d. a week until she remarries.

To qualify for benefit, a miner suffering from miner's phthisis must be permanently and *seriously* incapacitated for work; in the case of any other occupational disease or heart disease, he must be permanently and *totally* incapacitated. All applicants must have had 5 years' residence immediately preceding application and at least 2½ years' employment in New Zealand as a miner.

### **Temporary Sickness Benefits**

Every person over 16 who has resided continuously in New Zealand for at least 12 months will be entitled to sickness benefits if he satisfies the Commission "that he is temporarily incapacitated for work through sickness or accident, and that by reason thereof he has suffered a loss of salary, wages, or other earnings." The incapacity is to be certified by a resident medical practitioner. The sickness benefits are payable at the same rate as the unemployment benefits, namely, 10s. a week to persons under 20 and £1 a week to persons over 20, increased in the case of

married men by 15s. for the wife and 5s. for each child up to a maximum of £4 per week. These payments may be reduced at the discretion of the Commission if the applicant is in receipt of other income. A member of a friendly society shall be allowed to receive payment of sickness benefits from the Social Security Fund in addition to sickness benefits from his society as long as the total income during the illness does not exceed £5 a week. A person receiving sickness payments from other sources may also receive benefits under the act as long as his total income does not exceed £5 a week or two-thirds of his usual weekly earnings, whichever is the lower. A waiting period of 7 days is set, which, however, can be waived by the Commission for special circumstances.

### **Other Benefits**

In addition to the benefits already discussed, a benefit of £78 a year is granted under the act to every person who served in any of the Maori wars and was awarded a medal for active service, if he has resided in New Zealand for at least 10 years immediately preceding application. Emergency benefits are also provided for persons who, for any reason, are unable to earn a sufficient livelihood for themselves or their dependents and who cannot qualify for any other benefits under this part of the act. The conditions under which the benefits are granted and the amount and duration of the benefits are left to the discretion of the Commission.

No person may receive more than one benefit under this part of the act.

### **Administration and Financial Provisions**

The health provisions are to be under the jurisdiction of the Minister of Health, who has power to delegate authority to the Director-General of Health. All the other benefits are to be administered by a Minister to be appointed. The act creates a new agency, to be known as the Social Security Department. A Social Security Commission is created, to act under the general direction and control of the Minister. The Commission is to consist of three members who will be the

executive officers of the Department. The Commission has the powers of a commission of inquiry and may investigate any claim for benefit under the act.

The plan is to be financed by a special social security levy and a Government subsidy equal, in effect, to the difference between the contribution receipts and the total cost. The social security contribution consists of two parts: (1) a "registration fee" of 5s. per quarter for all men over 20, and 5s. per year for women and for boys and girls between 16 and 20, and (2) a "charge on salaries, wages, and other income" of 1s. per pound, i. e., 5 percent. It is provided, however, that with respect to salaries and wages earned before April 1, 1939, but paid on or after that date the rate shall be 1s. in each £1 10s. The law states that in the case of wage earners or salaried employees the contribution shall be deducted by the employer from any salary or wages and paid by him through the medium of social security stamps, but it does not specify the administrative procedure to be used. The tax on income other than salary or wages shall be due and payable in equal quarterly installments on the first day of May, August, November, and February, according to the declared income for the preceding fiscal year (April 1 to March 31).

These contributions are to be collected by the Commissioner of Taxes but transferred directly to a separate Social Security Fund which is set up by the act; the Government subsidy will likewise be paid directly into the fund. In his testimony before the Committee, the Government Actuary placed the first year's cost at £17,850,000. He estimated the taxable national income in 1939-40 at £150,000,000, yielding a contribution return of £7,500,000, to which would be added the proceeds of the registration fee—approximately £500,000—for a total of £8,000,000. The difference, to be met by the Government from the Consolidated Fund, would therefore be £9,850,000. This figure would represent an increase of £2,355,000 over the expenditures, up to April 1, for social services under the existing plan, since the total for the fiscal year ended March 1, 1939, was expected to be £7,495,000.

# ANALYZING THE ADMINISTRATIVE EXPENSES OF PUBLIC-ASSISTANCE AGENCIES

JOEL GORDON \*

THE VOLUME of public-assistance and relief expenditures has been, for almost a decade, at a level which classifies relief agencies in the category of big business. Unfortunately, as the volume of these expenditures has increased, budgetary and fiscal methods for planning and controlling them have not been sufficiently improved. As a result, administrators of huge public-assistance programs in many States lack not only devices for directing the expenditures of their agencies but also the essential financial data on which to base present policies and future plans.

Administrators are likely to feel the lack of financial data most keenly when they are called upon by the legislature to defend their estimates in requesting appropriations. They also must have these data in order to give a proper accounting of their stewardship to legislators, superior officers, and to the public, and to gauge the effects of current and proposed policies. New policies cannot be established on any rational basis or old ones revised unless adequate information is available.

One group of relief expenditures, commonly referred to as "administrative expenses," has been singled out almost invariably by legislators for special attention. This group of expenses is not only severely criticized but also misunderstood and misinterpreted. It is the purpose of this article to indicate the importance of analyses of administrative expenses in clearing away current misconceptions and guiding the day-to-day administration of public-assistance programs.

## *Analysis of Administrative Expenses by Program*

Much of the misinterpretation and misuse of data on "administrative expenses" results from failure to define the term. Most public-assistance and relief agencies distinguish between payments for assistance to persons in need and expenditures for all other purposes. The first group of expenses

is relatively easy to identify and measure. All other expenses of the agency are then usually assumed to be expenses involved in "administering" assistance payments.

However, if so-called "administrative expenses" are analyzed, more often than not they are found to include expenses for a variety of purposes, among them expenses of certifying eligible persons to the Works Progress Administration, to the Civilian Conservation Corps, to the Farm Security Administration for emergency subsistence grants, and to other Federal, State, and local agencies. The certification process usually involves field investigation and preparation of records and forms—no small amount of additional work. It is incorrect to classify such expenses as a cost of furnishing the types of assistance directly administered by the agency. Similarly, sponsors' contributions paid from the administrative funds of a general relief agency for a WPA project are costs of project operation and should not be included in the cost of general relief "administration."

Moreover, in some public-assistance agencies, expenditures for certain types of assistance to recipients are paid from administrative funds and consequently are charged to administration. These charges may include salaries of physicians employed directly by public-assistance agencies to furnish medical service to needy recipients. Expenditures for this purpose are obviously a form of assistance to recipients and should be so classified, as is usually the case when similar assistance is furnished by private physicians through the medium of medical relief orders. Expenses of operating public commissaries are usually classified incorrectly as administrative expenses; yet relief orders on private vendors, which necessarily include the cost of retail distribution in the selling price of the commodity, are ordinarily classified as assistance payments. It seems illogical to include, as a cost of administering assistance to needy persons, expenditures for materials and supplies for work-relief projects which result in permanent improvements, in production of commodities, or in services.

\*Bureau of Research and Statistics, Division of Public Assistance Research. An adaptation of a paper presented at the National Conference of Social Work in Seattle, Washington, June 1938.



This practice of lumping expenses other than assistance payments as "administrative" expenses would not of itself be so serious if it were not for the fact that legislators, in appropriating funds, commonly relate administrative expenses to the amount of assistance payments to be granted to persons in need. On the assumption that these two types of expenditures are closely related, they have often limited administrative expenses to a specified percentage of assistance payments and have failed to recognize that relief agencies must often finance from administrative funds the costs of performing many functions in addition to the "administration" of relief. It is important to identify the expenses of each of these programs or services in order to answer unjustifiable charges that administrative expenses are excessive in the light of their ratio to assistance payments.

It is highly important also for the administrator to know the expenses of administering each program in order to plan, control, and evaluate expenses for these activities. Most public-assistance agencies submit budgets to the legislature which do not indicate the amounts required to administer each individual program. In doing this, they lend encouragement to legislators who compare the total amount estimated for administration with the amount estimated for assistance payments. It is not urged that separate appropriations should be made for administering each of the many related programs which the agency administers. It is extremely important, however, that the total estimate of administrative expenses be built up from estimates of the expenses of administering individual programs and that these underlying data be available to support the total amount requested. It is of equal importance that actual expenditures be analyzed currently by program to make certain that the apportionment of available funds among the several programs is being made as intended by the administrator.

Many erroneous comparisons of administrative expenses have been made because of failure to take into account the fact that the combination of programs administered by public-assistance agencies differs from one fiscal period to another and that agencies in different States and local agencies within a single State administer different combinations of programs. If administrative expenses are analyzed by program, these variations do not present a problem. With due con-

sideration for many other factors (some of which will be mentioned later), the administrator may compare administrative expenses for each program during the current period with expenses for prior periods and with the expenses of agencies in other States. Similarly, the administrative expenses of local districts or political subdivisions may be compared with one another. While considerable caution must be employed in drawing conclusions from such comparisons, their usefulness is obvious.

### *Analysis by "Object"*

Administrative expenses are most commonly analyzed by public-assistance agencies according to "objects," such as personal services, travel, office supplies, equipment, communications, rent. The classifications vary greatly from State to State, both as to objects and to detail. There are distinct administrative uses for analyses of administrative expenses by objects. The amounts expendable for each object are often specified in State or local appropriation acts; where this is done, expenditures are accounted for in accordance with the object classes specified in the appropriation acts.

Even though it is not required by law, however, there are advantages in classifying administrative expenses by object to prevent over-expenditure for one object class of expenditure at the expense of another. For example, funds expended for equipment in excess of amounts budgeted or in the absence of budgeting by objects may represent funds needed to meet pay rolls. If the percentages of total administrative expenses for salaries, supplies, and other objects are compared for different periods, the administrator may learn whether progressively more or less of the agency's funds is being expended for specified objects. If this analysis reveals a trend contrary to policy, it will indicate the need for watching some groups of expenditures more closely or analyzing them further in order to discover the explanation for the trend. Comparable data as to the relative amounts expended by other agencies for different objects of expense will be valuable to the administrator as a basis for evaluating the reasonableness of his own agency's costs. Similar comparisons for local agencies under the supervision of a State agency will be helpful in establishing standards against which the performance of each local agency may be evaluated.

### *Analyses by "Organization Units" and by "Functions"*

The public-assistance agencies of the larger States and counties find it convenient to departmentalize their work by establishing units to perform certain functions, such as social service, research and statistics, or accounting and auditing. An analysis of expenditures by organization units is essential to determine, for example, whether or not the proportion of the agency's funds expended for a research and statistics division is reasonable and in accordance with the intended distribution of the funds.

It is also important to know the administrative expenses of each unit of the agency for budget purposes. The total budget of a public-assistance agency should represent a consolidation of individual budgets for each organization unit. Unfortunately, the budgets of most public-assistance agencies are determined on an over-all basis, and the parts are permitted to adjust themselves to the whole as best they can. Administrators who rely on such haphazard budgetary methods are unable, frequently, to justify in any concrete manner their claims for funds before legislative bodies. Analysis of administrative expenses by organization units is fundamental to scientific budgeting through which the needs of the individual units are realistically translated into a financial plan; it is, moreover, a device to keep individual organization units from exceeding budget limits without the knowledge and approval of the administrator.

Unfortunately, the value of analyzing expenditures by organization units is seriously limited by the fact that comparisons can be made only among agencies which are organized along identical departmental lines, which is seldom the case. Nor can comparisons be made if the agency is too small to be departmentalized. The use of analysis of expenses by organization units is thus limited largely to internal budgetary control; a further type of analysis is necessary if useful comparisons among agencies are to be made.

A "functional analysis" of administrative expenses is needed for this purpose, i. e., a determination of expenses for each function common to all public-assistance programs. While it is not possible for smaller agencies to establish individual departments, the functions reflected in the organizational units of larger agencies do exist.

The typist who, among other duties, maintains financial records and prepares financial reports in the small rural county agency is no less engaged in performing the finance function than is the finance division in the larger urban county or in the State office. The functions of a public-assistance agency may be broadly classified as operating and executive. The executive function would include not only executive supervision but also service functions, such as research, accounting, and auditing. The operating function may be broken down into its components: application intake, original investigation of eligibility, reinvestigation of eligibility, and so forth. Each of these functions, in turn, may be further subclassified: Original investigation of eligibility, for example, includes the functions of investigation of ownership of real property, investigation of insurance policies held by the applicant, or the determination of age, citizenship, and residence. Needless to say, the determination of expenses by functions is a very difficult technical job.

Functional analysis will reveal to the administrator the total expenses of performing each function, not merely the expenses incurred by the unit specifically responsible for it. It may be the means by which the administrator discovers the extent to which organization lines fail to coincide with functional lines. It may indicate considerable underestimation of the expenses of performing specific functions, or unnecessary expenses resulting from duplication and overlapping, and possibilities for improved efficiency by realignment of functions. The chief merit of a functional classification, however, lies in the possibilities it affords of comparing agencies of varying internal organization with one another. If expenses are analyzed in terms of functions necessarily common to all public-assistance agencies, differences in internal organizational structure do not invalidate comparisons. The expense involved in making investigations, for example, can be compared from agency to agency with reasonable safety irrespective of the organizational units incurring such expenses. These data will furnish answers to some basic questions raised by administrators: How much do other agencies spend for accounting? for research? in determining eligibility for and the amount of assistance payments?

### *Unit-Cost Analysis*

Analyses of the types previously described do not take into account important differences among agencies. One of the variables obviously vitiating comparisons is the difference in the size of agencies. It should go without saying that the expense of administering an old-age assistance program for 100,000 needy aged individuals cannot be compared with that of a similar program for 10,000 persons. Differences in size of program may be taken into account by restricting comparisons to agencies with approximately equal case loads or by reducing expenses to a "cost per case" basis. While comparisons on this basis are useful, they may be very misleading, because case load is an index to the volume of work to be performed but does not take into account the work actually performed. An agency with a relatively large case load per worker will automatically have a low cost per case, other things being equal; however, the low cost may arise from the fact that cases are investigated inadequately and visited infrequently.

It is of utmost importance for purposes of comparison that administrative expenses be related to performance. To measure the quantity of work performed is no easy task; to measure in a similar way the quality of work performed presents difficulties probably insuperable for some time to come. Despite these limitations and the technical difficulties of the problem, unit-cost data for administrative expenses are by far the most useful type of data for the public-assistance administrator. Expenses of agencies administering programs of varying magnitude can be compared. Administrative expenses of different agencies can be compared in some relation to performance. Many of the variable factors interfering with inter-agency comparisons will have been eliminated or minimized.

With unit-cost data at hand, budgeting may be removed from the realm of guesswork. The volume of work to be performed during the fiscal period may be estimated in terms of physical units—original investigations, reinvestigations, and so forth; the average number of interviews of different types, client and collateral, in the field and in the office, involved in making original investigations and reinvestigations may also be estimated. The need for these interviews in terms of the legal requirements of eligibility could be

made clear. The cost of performing the estimated work can then be determined roughly on the basis of unit costs for the preceding period. Without unit-cost data, the budget estimates tend to be mere projections of past expenditures and are not based on any fundamental analysis of the amount of work to be done and the known cost of doing such work. Legislators are coming more and more to demand unit-cost data in support of appropriation requests. The administrator who has such data not only will budget administrative expenses more accurately but will be in a position to support his budget estimates with factual data instead of opinion.

In common with the other types of analyses, unit-cost data are of greatest value in the day-to-day administration of the public-assistance program. If budgets are based on unit-cost data representing average costs for the preceding period, a "norm" or "standard" is established against which actual expenditures may be measured. Comparisons of current expenditures with the norm give the administrator the answers to such questions as: Are costs per unit higher or lower than anticipated? Does the estimated volume of work to be performed, for which funds are made available in the budget, need to be revised upward? Will sufficient funds be available to finance the present volume of work?

Most administrators feel the need of a guide or standard other than the past experience of their own agencies. They may find this need met by unit-cost comparisons with other agencies and by comparing the unit costs of their own agency with average unit costs of all agencies combined. Relatively high or relatively low unit costs may equally be the subject of further inquiry. Low unit costs may raise a question as to the thoroughness of the quality of work performed and the extent to which they reflect a sacrifice of quality for quantity. Similar comparisons among local administrative units—administrative districts of the State or local political subdivisions—constitute a valuable instrument of control and supervision for the State agency.

### *Analysis by Source of Funds*

It is customary for public-assistance agencies to account for administrative expenditures by means of fund accounting. These fund accounts are frequently maintained for each public-assistance



program; separate accounts for assistance as distinguished from administrative funds are common. Unfortunately, fund accounts do not always show the relative amounts of Federal, State, and local funds used to finance the public-assistance program. Although receipts are usually recorded by source, expenditures are not so classified. Upon receipt, Federal, State, and local funds are often merged, and thereafter no attempt is made to charge a proper proportion of expenditures to each source. When State or Federal funds are furnished on a straight matching basis, amounts expended from each source can be determined easily. This is not the case when Federal and State funds are made available on the basis of factors not directly related to the amounts actually expended, such as population or financial ability. In these circumstances it is impossible to analyze expenditures by source of funds unless a definite policy is established for currently charging a fixed proportion of expenditures to each source.

It is important to analyze expenditures as well as receipts by sources of funds, if for no other reason than to determine balances of available Federal, State, and local funds. Unless proper charges to each source are determined and the accounts are maintained on this basis, the administrator will not know the balances of Federal, State, and local funds, respectively, but only the total combined balance of these funds. As a result, he may expend funds which have not been "earned" and which will have to be returned or deducted from future receipts.

The administrator needs data on sources of funds, not only for control purposes but also, more importantly, for determining basic policies in

financing the public-assistance program. Will the anticipated Federal, State, and local funds be sufficient to meet estimated expenditures? Will relatively more State funds be necessary? What proportion of expenditures in other States is financed from Federal, State, and local funds, respectively? How are administrative expenses financed in other States? assistance payments? As the agency responsible for supervising local public-assistance agencies, the State public-assistance agency will want to determine the extent to which each political subdivision has shared in financing the program and whether each has assumed a financial burden consistent with its financial ability and relief needs.

#### ***Uniform Reporting—the Basis for Comparison and Evaluation***

It should be apparent that public-assistance expenditures cannot be evaluated unless expenditures are uniformly classified for comparative purposes. Comparative data require precise definition of each expense classification and a uniform reporting system in accordance with definitions thus established. The Division of Public Assistance Research of the Social Security Board has undertaken to develop experimentally a program for uniform reporting of administrative expenses broken down into a number of significant classifications. It is hoped that this experimental reporting program, in which considerably more than one-half of the States are now cooperating, will make available comparative statistics on administrative expense and that these data will provide administrators with an essential tool for the direction of public-assistance programs.



# MIGRATION OF WORKERS TO MICHIGAN

JOHN N. WEBB AND ALBERT WESTEFELD \*

*Though labor mobility is a factor of importance to many activities in the field of social security and especially to the administration of unemployment compensation, information on this subject is fragmentary. The Social Security Bulletin therefore welcomes the opportunity to publish this article, based on a special tabulation of the mobility data derived from the 1935 Michigan Census of Population and Unemployment, which was made as a cooperative undertaking of the Michigan State Emergency Relief Administration, the Michigan Works Progress Administration, and the Division of Social Research of the Works Progress Administration, Washington, D. C.*

AN EXAMINATION of the economic aspects of labor mobility in Michigan suggests that the net effect is beneficial both to industry and to the migrant. The Michigan data on labor mobility indicate not only the relative success and failure of migration as a means of obtaining employment but also differences in this respect among migrants according to type and industrial attachment. Previous analyses<sup>1</sup> based on this study have dealt with both intrastate and interstate mobility; this article singles out the interstate migrants to Michigan for special treatment because information on their mobility has considerable relevance to the social security program, and particularly to unemployment compensation.<sup>2</sup>

Interstate migration differs in several important respects from intrastate migration. The Michigan data show that migrants within the State were considerably more successful in finding employment than were migrants from outside the State, principally because intrastate migrants were generally in closer touch with employment opportunities in Michigan. Yet when the migrants failed to find employment, only half as many interstate migrants were able to obtain assistance as were intrastate migrants. This, of course, is only another way of stating the ever-

present problem of the unemployed nonresident.

But differences appear also among interstate migrants. The industrial attachment of the migrant plays an important part in his success or failure in obtaining employment. For example, workers in transportation and communication and in the construction industries found it particularly difficult to obtain employment after moving to Michigan. In general, the incidence of unemployment after moving was greater among workers from industries now covered by unemployment compensation than among those from noncovered industries. Workers in covered industries showed much less tendency to enter noncovered employment than did workers in, say, agriculture, for whom jobs in the manufacturing industries provided alternative opportunity to employment in their usual industry.

Although the unemployment compensation program under the Social Security Act was not in effect when the Michigan census was taken in January 1935, it is believed that the problem of the migratory worker was not greatly different from that at the present time. Moreover, the pertinence of this study is not confined to the State in which it was conducted, because the wide variety of industries in Michigan gives rise to mobility problems not unlike those that exist in other industrial States east of the Mississippi River. It is hoped therefore that the findings presented here may provide useful information on various aspects of labor mobility related to the social security program.

## *The Michigan Census and the Mobility Study*

The Michigan Census of Population and Unemployment was conducted as a special work project of the Michigan State Emergency Relief Administration. The enumeration was on the basis of a

\*Works Progress Administration, Division of Research.

<sup>1</sup> "Labor Mobility and Relief," *Monthly Labor Review*, Vol. 48, No. 1 (January 1939); *Michigan Migrants*, Division of Research, Works Progress Administration, March 1939; and "Industrial Aspects of Labor Mobility," *Monthly Labor Review*, Vol. 48, No. 4 (April 1939).

<sup>2</sup> An approach to some problems of interstate migration has been made in the interstate benefit-payment plan, adopted by the Interstate Conference of Unemployment Compensation Agencies in March 1938 and designed to implement payment of benefits to unemployed individuals who have earned benefit rights under the law of a State or States different from that in which the individual is living while unemployed. See *Social Security Bulletin*, Vol. 1, No. 4 (April 1938), pp. 18-19, and Vol. 1, No. 5 (May 1938), pp. 7-10. For articles touching on various aspects of mobility in relation to social insurance see Clague, Ewan, and Levine, Louis, "Unemployment Compensation and Migratory Labor," *Social Security Bulletin*, January 1938 (processed), pp. 11-16; and Levine, Louis, "Unemployment Compensation Statistical Reporting," *Social Security Bulletin*, Vol. 2, No. 2 (February 1939).

20-percent random sample in some types of communities and a 100-percent coverage in others. About 522,000 schedules, each representing a household, were taken; these covered about 40 percent of the total population of the State. The labor-mobility study was in turn based on a sample of 120,247, or 23 percent, of the schedules taken in the Michigan census. These schedules were carefully selected to yield a representative cross section of the State's population.

**Table 1.—Employment status and industrial attachment before and after migration to Michigan**

Employment status and industry	Number of persons in specified status—		Percentage distribution	
	Before migration	After migration	Before migration	After migration
Total.....	7,348	7,348	100.0	100.0
Employed.....	5,436	4,283	74.0	58.3
Covered industries.....	3,763	2,930	51.2	39.8
Mining.....	121	85	1.6	1.2
Construction.....	329	124	4.5	1.7
Manufacturing.....	1,245	1,627	16.8	22.0
Transportation and communication.....	798	177	10.9	2.4
Trade.....	710	556	9.7	7.6
Finance.....	122	52	1.7	.7
Service.....	438	309	6.0	4.2
Noncovered industries.....	1,673	1,353	22.8	18.5
Agriculture, forestry, and fishing.....	783	770	10.7	10.5
Public and professional service.....	506	321	6.9	4.4
Domestic and personal service.....	384	262	5.2	3.6
Unemployed.....	1,237	2,319	16.8	31.5
Not seeking work.....	675	746	9.2	10.2

The mobility data were obtained from the work-history section of the census schedule. The work history was filled in for each person in the household who was over 15 years of age at the date of enumeration—January 14, 1935. The following information, covering the period April 1930 to January 1935, was entered: each job lasting a month or more, and similarly each period of unemployment or period of "not seeking work," the corresponding place of work or place of residence for periods of unemployment or "not seeking work," and the dates of each activity. An unemployed worker, it should be noted, was defined as one seeking work but having less than 4 full days of employment with the same employer in a given month.

An interstate move was recorded whenever the work history showed a shift across a State line.

Therefore, with the exception of some moves that occurred near the State border—"commuting" moves which did not involve a definite transfer of workers from one place to another—interstate mobility in this study means changes of residence as well as changes in the place of work.

The 120,247 households covered by the study contained 188,757 persons who worked or sought work during all or a part of the 57-month period studied. These persons made a total of 10,146 interstate moves of the following types: into Michigan, 7,348; out of Michigan, 2,265; between other States, 533. It is not intended that these figures supply an estimate of the gross or net volume of migration to Michigan from 1930 to 1935. From the quantitative point of view there are limitations arising out of the fact that movement out of Michigan could be recorded only in cases in which the person returned to the State before the census date. Furthermore, the basis for including persons in the study was labor-market participation during all or a part of the census period; the results therefore cannot be compared with census figures or the findings of other studies. However, the 7,348 moves into Michigan do furnish unbiased information about certain *qualitative* aspects of labor mobility across a State line. It is this migration that is analyzed in this article.

In the industrial classification in the accompanying tables, the original census classes used in the mobility study have been regrouped to correspond as closely as possible to the classification established in the Social Security Board.<sup>4</sup> The study includes under the construction industry both building and highway construction. Finance comprises banking, brokerage, insurance, and real estate. Covered service industries include recreation and amusement; semiprofessional pursuits; hotels, restaurants, and boarding houses; and laundries, cleaning, dyeing, and pressing shops. Forestry and fishing, because of the very small numbers of workers involved, are combined with agriculture. Unemployment includes a few cases of casual work or employment in nonascertainable industries.

<sup>4</sup> For a general description of the development of this code, see Sogge, Tillman M., "Industrial Classification in Relation to Unemployment Compensation," *Social Security Bulletin*, Vol. 1, Nos. 1-3 (March 1938), pp. 19-22.

### Employment Status and Industrial Attachment Before and After Migration

Interstate migration redistributes workers according to opportunities for employment in the new locality. A general idea of the redistribution that resulted from the migration of workers to Michigan is provided by a comparison of the employment status and industrial attachment of the worker immediately before and after moving.

Table 1 shows several striking changes both in employment status and in industrial attachment after migration. In the first place, almost twice as many migrants were unemployed immediately (within 1 month) after arrival in Michigan as were unemployed before leaving their last place of residence. This difference does not mean, of course, that workers with secure employment quit their jobs in order to try their luck in Michigan. Rather, it means that workers whose jobs were poor or of uncertain tenure moved to Michigan in the belief that they would there find better employment opportunities. This group would be excluded from the protection of unemployment compensation because of the voluntary-leaving dis-

qualification. If, however, they displaced Michigan workers, the claims load in Michigan would rise. Finally, it should be noted that the higher incidence of unemployment after migration than before is evidence of the largely undirected nature of migration during the period studied. The need for adequate information about employment opportunities, if the liability side of migration is to be reduced to a minimum, is obvious.

In the second place, there were notable changes in industrial attachment among workers who found jobs immediately after entering Michigan. Every industrial group except manufacturing had fewer workers represented in it after moving than before. The increase in the manufacturing group was largely due to the upswing in the automobile industry in the early part of the period studied, which not only took back former workers but also attracted workers formerly employed in other industries. The most striking decline in industrial attachment after migration was among workers in the transportation and communication industries; in this instance the seasonality of lake shipping was of major importance.

Table 2.—Change in employment status and industrial attachment after migration to Michigan

Employment status and industrial attachment after migration	Employment status and industrial attachment before migration													
	Total	Covered industries							Noncovered industries				Unemployed	Not seeking work
		Total	Mining	Construction	Manufacturing	Transportation and communication	Trade	Finance	Service	Total	Agriculture, forestry, and fishing	Public and professional service	Domestic and personal service	
Total number.....	7,348	3,763	121	329	1,245	798	710	122	438	1,673	783	506	384	1,237
Percentage distribution.....	100.0	51.2	1.6	4.5	16.8	10.9	9.7	1.7	6.0	22.8	10.7	6.9	5.2	16.8
Percentage distribution														
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Covered industries.....	39.9	40.4	55.4	36.8	44.2	29.3	47.0	39.4	38.8	26.4	37.7	19.0	13.3	55.2
Mining.....	1.2	1.3	25.6	.9	.5	.5	.7	.8	.7	.4	.8	.2	.3	1.9
Construction.....	1.7	1.9	1.7	10.3	1.1	1.1	1.3	1.6	.7	1.1	1.9	.6	.3	1.8
Manufacturing.....	22.1	20.5	23.1	17.1	34.2	13.9	12.8	7.4	11.2	17.1	26.4	11.0	6.0	36.7
Transportation and communication.....	2.4	2.8	1.7	2.1	1.3	8.1	1.5	1.6	.7	1.5	1.0	1.4	.8	3.0
Trade.....	7.6	9.2	.8	4.0	5.0	4.4	28.1	10.7	5.7	3.3	3.6	3.8	2.3	6.1
Finance.....	.7	.8	.4	.4	.4	.4	.8	14.8	.6	.4	.4	.4	.3	.5
Service.....	4.2	3.9	2.5	2.4	1.7	1.3	1.8	2.5	20.0	2.6	2.7	1.6	3.6	8.2
Noncovered industries.....	18.4	11.9	5.8	19.8	11.5	10.0	10.8	16.4	12.1	27.0	23.6	30.8	28.9	18.0
Agriculture, forestry, and fishing.....	10.4	9.3	4.2	18.0	9.7	8.6	8.1	10.7	5.7	13.0	22.4	4.2	5.2	12.3
Public and professional service.....	4.4	1.4	.8	1.2	1.0	.8	2.0	4.9	1.8	8.3	.4	26.2	.8	1.4
Domestic and personal service.....	3.6	1.2	.8	.6	.8	.6	.7	.8	4.6	5.7	.8	.4	22.9	4.3
Unemployed.....	31.5	37.5	31.4	41.6	33.6	54.7	29.7	26.2	32.0	29.4	32.8	25.7	27.1	20.7
Not seeking work.....	10.2	10.2	7.4	1.8	10.7	6.0	12.5	18.0	17.1	17.2	5.9	24.5	30.7	6.1



In spite of the increased number of persons in manufacturing after moving, the broad group of industries now covered by the Social Security Act was relatively less well represented after migration than were the noncovered industries.

**Table 3.—Comparison of industrial distribution of employed migrants before and after migration to Michigan, and of employed residents**

Industry	Employed migrants		Em- ployed <sup>1</sup> residents
	Before migra- tion	After migra- tion	
Total number employed.....	5,436	4,283	165,319
Percentage distribution			
Total.....	100.0	100.0	100.0
Covered industries.....	69.2	68.4	69.3
Mining.....	2.2	2.0	1.3
Construction.....	6.1	2.9	4.3
Manufacturing.....	22.8	38.0	36.0
Transportation and communication.....	14.7	4.1	5.7
Trade.....	13.1	13.0	14.2
Finance.....	2.2	1.2	2.4
Service.....	8.1	7.2	5.4
Noncovered industries.....	30.8	31.6	30.7
Agriculture, forestry, and fishing.....	14.4	18.0	17.2
Public and professional service.....	9.3	7.5	7.5
Domestic and personal service.....	7.1	6.1	6.0

<sup>1</sup> Includes workers who made no move or who moved only within the State. These workers are classified by the industry in which they worked longest during the period studied.

The relatively smaller change in the proportion of workers in noncovered industries was primarily the result of few changes in employment among workers in agriculture, forestry, and fishing.

#### Industrial Shifts Resulting From Migration

It is possible to analyze the character of migration in greater detail by examining a cross classification of shifts between specific industry groups. In table 2 the employment status and industrial attachment of each migrant before moving is compared with his status immediately after arrival in Michigan. From this comparison it is possible to see the exact nature of the industrial shifts that took place as a result of migration. For example, table 2 shows that, of all workers employed before migration in what are now covered manufacturing industries, 44.2 percent found employment in covered industries immediately after arrival, and most of this employment—34.2 percent—was in manufacturing. In contrast, only 29.3 percent of the workers employed in transportation and communication before migration

found employment in covered industries after arrival, and less than one-third—8.1 percent—of this employment was in the transportation and communication industries.

Table 2 also shows the relative incidence of unemployment after arrival in Michigan of workers from both covered and noncovered industries. Over half—54.7 percent—of the workers employed in transportation and communication before migration were unable to find work immediately after arrival in Michigan, compared with about one-fourth—26.2 percent—of the workers formerly employed in finance. Among the noncovered industries the incidence of unemployment was generally smaller than was the case among covered industries.

It is interesting to note that almost three-fourths—73.2 percent—of the workers who were unemployed immediately before migration found jobs when they arrived in Michigan, and that three times as many of these jobs—55.2 percent—were in what are now covered industries as in noncovered. Thus the increase in total unemployment after migration was the net result of

**Table 4.—Distribution of migrants in specified employment status in Michigan by place of residence<sup>1</sup> before migration**

Place of residence before migration	Employment status in Michigan				
	Total	Covered employ- ment	Non- covered employ- ment	Unem- ployed	Not seeking work
Total number.....	7,348	2,930	1,353	2,319	746
Percentage distribution					
Total.....	100.0	100.0	100.0	100.0	100.0
New England.....	1.4	1.9	.7	1.3	1.3
Middle Atlantic.....	9.1	10.4	7.8	8.4	8.7
East North Central.....	49.9	48.6	58.4	45.3	54.0
West North Central.....	8.6	8.2	8.9	8.2	10.6
South Atlantic.....	4.1	4.9	3.0	3.8	3.9
East South Central.....	4.9	6.8	3.5	3.5	4.4
West South Central.....	3.0	3.7	2.4	2.8	2.3
Mountain.....	2.1	1.9	2.8	1.7	2.3
Pacific.....	3.4	3.2	3.8	3.8	2.5
Canada.....	1.8	1.7	1.6	1.7	2.5
Other foreign countries.....	2.2	2.5	1.5	2.3	2.0
Unknown.....	9.5	6.2	5.6	17.2	5.5

<sup>1</sup> U. S. census regional classification.

important shifts in industrial attachment, with many formerly unemployed workers moving to jobs and many formerly employed workers moving to unemployment. From the point of view of unemployment compensation administration, it

would seem important to point out that distinctly more workers—37.5 percent—from covered industries were unemployed after interstate migration than were workers from noncovered industries—29.4 percent. Not only was the covered-industries group most subject to unemployment after migration, but it was also the largest group in the migrant population studied. These facts indicate the magnitude and the importance of the task confronting the interstate benefit-payment plan. The further working out of problems arising in connection with this plan is necessary to ensure benefits to unemployed multistate workers when due, so that as few as possible will need to resort to less desirable forms of assistance, namely, relief in one form or another.

### *Industrial Attachment of Interstate Migrants and of Residents*

In analyzing the flow of incoming migration, it is of interest to know not only what industrial shifts occurred among the migrant group but also how the resulting industrial distribution compares with that of residents enumerated at the same time, i. e., workers who made no move or who moved only within the State during the 57 months covered by the census.

The essential point in table 3 is that the industrial distribution of the interstate migrants after moving to Michigan conforms more closely to the industrial distribution of workers resident in Michigan than to that of the migrants themselves before moving. It seems clear, therefore, that much of the industrial shifting mentioned in connection with table 2 resulted from the fact that the industrial employment pattern in Michigan differed somewhat from the pattern represented by migrants before entering Michigan. Obviously, the migrant must conform to the industrial opportunities in the State of destination if he is to find employment.

Of the covered industries, manufacturing and transportation and communication show especially clearly the point just made. Outside Michigan 22.8 percent of the employed interstate migrants worked in manufacturing; in Michigan, however, the percentage was 38.0 as compared with 36.0 for the resident population of the State. In transportation and communication the corresponding relationships are: in other States, 14.7 percent; after arrival in Michigan, 4.1 percent; resident

population, 5.7 percent. Likewise in the case of each of the non-covered-industry groups, the industrial distribution of the migrants after moving to Michigan is more nearly like that of the resident population than that of the migrants themselves before moving.

**Table 5.—Distribution of migrants by period of move<sup>1</sup> and by place of residence<sup>2</sup> before migration**

Place of residence before migration	Number migrating			Percentage distribution		
	Total	First period	Second period	Total	First period	Second period
Total.....	7,348	2,654	4,694	100.0	100.0	100.0
New England.....	104	30	74	1.4	1.1	1.6
Middle Atlantic.....	698	247	451	9.1	9.3	9.0
East North Central.....	3,664	1,397	2,267	49.9	52.7	48.2
West North Central.....	632	203	429	8.6	7.6	9.1
South Atlantic.....	301	108	193	4.1	4.1	4.1
East South Central.....	362	84	278	4.9	3.2	5.9
West South Central.....	224	62	162	3.0	2.3	3.5
Mountain.....	151	63	88	2.1	2.4	1.9
Pacific.....	252	85	167	3.4	3.2	3.6
Canada.....	131	54	77	1.8	2.0	1.6
Other foreign countries.....	161	68	93	2.2	2.6	2.0
Unknown.....	698	253	445	9.5	9.5	9.5

<sup>1</sup> The first period covered the time from April 1930 to October 1932, the second from November 1932 to January 1935.

<sup>2</sup> U. S. census regional classification.

### *Geographic Origin*

The data presented thus far have dealt only with the employment status and industrial attachment of interstate migrants. It is important also to know something of the geographic pattern of mobility in terms of the place of origin. Table 4 supplies both kinds of information by relating the previous residence of the worker to his employment status immediately after moving to Michigan.

Half of the migrants to Michigan came from the adjacent States of the East North Central census region, namely, Ohio, Indiana, Illinois, and Wisconsin. The Middle Atlantic and the West North Central regions were next in importance, but neither contributed as much as 10 percent of the migrants. The migration from the southern States, which attracted much attention during the twenties, was of comparatively little importance during the first half of the thirties. The relatively large number of moves for which the State of origin was unknown represents principally the migration of unemployed sailors whose former place of work was reported as the "Great Lakes."

### *Time of Migration*

The migration reported in this article was initiated primarily by economic expulsions and attractions. Since the 57-month period covered by the

Michigan census included both a period of decline and a period of rise in economic activity, there is a question as to whether the region of origin of migrants to Michigan was markedly different for these two phases of the economic cycle. In making this analysis, the census period of April 1930 to January 1935 was divided into two parts on the basis of indexes of employment in Michigan furnished by the United States Bureau of Labor Statistics. The first period was from April 1930 to October 1932, the second from November 1932 to January 1935.

There is a marked similarity in the percentage of migrants originating in each of the nine regions for the two periods despite the change in economic conditions. (See table 5.) The only important difference is the slightly greater proportion of migrants coming from the States close to Michigan

during the earlier of the two periods. Probably this difference reflects some check on moves from more distant States when economic conditions were growing steadily worse and a resumption of migration from these States when economic conditions began to improve. Space does not permit reporting this information by individual States, but it can be added here that even a State-by-State comparison does not alter the close conformity of origins for the two periods.

It is a well-known fact that short-distance moves easily outnumber long-distance moves. The Michigan data not only agree in this respect but suggest, in addition, that for limited periods of time the attraction that one State exercises for workers in other States generally results in fairly fixed proportions of migrants from each geographic area.



# THE STATISTICAL ADEQUACY OF EMPLOYERS' OCCUPATIONAL RECORDS

KATHERINE D. WOOD \*

THE LARGE number of agencies, both governmental and private, now collecting and publishing occupational statistics is evidence of the wide recognition of the importance of such information. The purposes for which occupational data are gathered, however, vary widely, as do the methods of collection. The Department of Labor, for example, is interested in occupational differentials in wage rates; the United States Employment Service is concerned with the demand for and supply of workers with different occupational qualifications; the insurance companies are concerned with death rates for different occupations because of their importance in determining risks. The Social Security Board has a potential interest in occupational statistics for the purpose of determining occupational differentials in connection with payments of both old-age insurance and unemployment compensation.

The needs of the Board are described as potential rather than immediate, because the first steps in the administration of the Social Security Act have necessarily been carried on without reference to occupational differences. As the administration of the act continues and matures and as need develops for greater precision in forecasting demands upon reserves, the importance of occupational information may become so great as to warrant increased emphasis upon occupational statistics. Furthermore, it is possible that the occupational records of employers subject to old-age insurance may some day prove a valuable source of current occupational information for other Government agencies. Occupational information collected by the States for purposes of unemployment compensation is based on employers' records and so also involves the problem of evaluating employer records as a source of occupational data.

Looking to the future, the Bureau of Old-Age Insurance has recently made a sample study to determine the adequacy, for statistical purposes,

of the occupational records of employers. One of the means for testing the adequacy of these records is to compare them with occupational information from other recognized sources—for example, occupations reported by members of the family in a census type of enumeration, one of the most common methods of collecting occupational information. The comparability of occupational information obtained by the census method with that from employers' records is of particular importance to the Social Security Board because at the present time studies of death rates or the incidence of unemployment by occupation must be based upon occupational data provided by the census of population. The occupation of the wage earner at the time of death or at age 65 is, however, obtained from the employer,<sup>1</sup> as are the occupational data obtained by the States in the administration of unemployment compensation. For several reasons it might be expected that the information obtained from the employer might not be comparable with that from a census, in which information is supplied by the family. It is well known, for example, that a considerable amount of occupational upgrading exists in the returns obtained from the family and that the employer may have occupational concepts entirely different from those of the workers or their families. Moreover, vague or unsatisfactory occupational terms which are difficult if not impossible to code properly are frequently obtained in a census. All these factors may affect the base figures to such an extent that the measurement of death rates or incidence of unemployment will be far from accurate if dependent upon occupational data obtained by the two different methods.

## *The Philadelphia Study*

An answer to this question of the comparability of data obtained from these two sources can be determined only when the occupational designations from each source are available in such a manner as to permit a comparison of the two returns

\* Bureau of Old-Age Insurance, Analysis Division. Mrs. Wood is the representative of the Social Security Board on the Technical Sub-Committee of the Committee of the Central Statistical Board and the American Statistical Association on Occupational Classification.

<sup>1</sup> Such information in death claims is sometimes also obtained from the undertaker, but the report of the employer is considered to be more reliable.

for the same person and presumably for the same job. Such a comparison was recently made by the Bureau of Old-Age Insurance in cooperation with the Industrial Research Department of the University of Pennsylvania.<sup>2</sup>

**Table 1.—Extent of agreement between occupation reported by member of worker's household and that reported by his employer, according to person interviewed, Philadelphia sample, 1938<sup>1</sup>**

Person interviewed	Number			Percent		
	Total	Similar	Different	Total	Similar	Different
All persons.....	4,516	2,914	1,602	100.0	64.5	35.5
Worker.....	648	450	198	100.0	69.4	30.6
Spouse.....	1,835	1,193	642	100.0	65.0	35.0
Other family member.....	1,426	897	529	100.0	62.9	37.1
Other.....	86	42	44	100.0	48.8	51.2
Not specified.....	521	332	189	100.0	63.7	36.3

<sup>1</sup> Differences measured by use of a code of 233 items.

In the summer of 1938 a household survey of employment and unemployment was made in Philadelphia, covering a sample of approximately 10 percent of all the households in the city. The schedule of the survey included questions as to the present occupation and industry of all employed workers in these households; for approximately 10,000 employed persons in this sample, excluding persons in domestic service and certain other occupations not covered by old-age insurance, the name and address of the employer was also obtained. The 10,000 wage earners were employed by over 3,000 employers. Since time and expense limited the number of employers who could be reached, a first selection was made of employers who had at least 10 workers represented in the sample; a random sample of the employers having from 1 to 10 workers among the 10,000 was then chosen in order to include some smaller employers in the study.<sup>3</sup> The final sample for which the two occupational designations were obtained consisted of approximately 4,500 wage earners employed by over 400 employers. These employers represented a wide range of industries, but the exclusion of certain occupational groups not covered by the Social Security

<sup>2</sup> The transcription of records and other clerical work on this study was done by the WPA Area Statistical Office in Philadelphia. Miss Claire Casey assisted in the coding and tabulation of the results and in the analysis of the reasons for the differences found. Mr. Lee K. Frankel, Jr., assisted in the interviewing of employers.

<sup>3</sup> The number of workers in the sample reporting themselves as employed by a given employer should not be confused with the number of persons on an employer's pay roll; it is probably true, however, that the employers having over 10 workers in the sample were relatively large firms.

Act, especially domestic workers in private homes, agricultural workers, and government employees, limits the number of industries somewhat, as does also the proportionate overrepresentation of relatively large firms in the sample. For these reasons, and because of its limited size, the sample is not representative of the entire city, although many occupations are nevertheless represented in sufficient numbers to permit statistical analysis.

The terminology used by employers in describing the occupation of their employees differed frequently from that used by the workers or members of their families. Many of these differences in the basic information are interesting but not necessarily of statistical significance as measured by the coded result. An employer may use an occupational designation different from that used by the worker or his family, but the meaning of the terms used may not be materially different, and both may be included in the same code. In this study, for example, a person returned by the household as an "electrician" was called a "first-class wireman" by the employer; a "metal polisher" was described by the employer as a "buffer," and a "wood finisher" as a "hand sander." In each instance both of the occupational titles received the same occupational code. A fairly detailed code of 233 items, developed by the Industrial Research Department of the University of Pennsylvania for the Philadelphia area, was used in this study. To test the extent to which differences in occupational designations were due to a specific code, use was made also of the social-economic classification developed by the Bureau of the Census<sup>4</sup> and used exclusively in the 1937 unemployment census. The resulting differences (see tables 1 and 2) show the importance of the code itself in the measurement of differences.<sup>5</sup>

When the more detailed of the two codes was applied to both sets of occupational designations, 35.5 percent of the individuals received differing designations. When the social-economic code of only 9 broad occupational groups was used, the designations differed for 21.7 percent of the individuals. The differences resulting from the application of the more detailed code of 233 items

<sup>4</sup> United States Department of Commerce, Bureau of the Census, *A Social-Economic Grouping of Gainful Workers in the United States, 1930*. 1938.

<sup>5</sup> The exclusion of certain occupations, such as those in domestic service in private families, means that some of the occupational codes in each classification have not been used. This does not, however, affect the differences for the particular occupations included. If the complete range of occupations had been included, the total differences might have been somewhat altered.

is perhaps less surprising than those resulting from the use of the code of only 9 major groups.

The extent of these statistical differences is sufficiently large to arouse interest. Why were one-third of 880 individuals reported in the household survey as skilled workers reported differently by their employers, many of them as semiskilled? Were they skilled workers who had taken jobs of an apparently lower occupational rank, or was there conspicuous upgrading on the part of the workers or their families in giving the occupation? Was there perhaps a downgrading on the part of employers? If they were skilled workers in semiskilled jobs, then the occupational statistics resulting from household enumeration may be said to reflect the potential labor supply in terms of usual occupations, whereas the employers' reports show those occupations in which the workers are actually engaged. If either upgrading by the family or downgrading by the employer is the explanation, then one or the other of the returns is actually incorrect. Which of these, or a combination of these and possibly other, factors accounted for the existing differences can be answered decisively only by much more thorough investigation. The differences for each of the main social-economic classes show a possible lack of comparability even when occupational returns are classified in such broad groups.

The application of the more detailed occupational code gives greater insight into the explanation of such differences. The wide variation in the extent of the differences for many of the 233 occupational titles is conspicuous. Frequent differences arose in the designation of persons reported by the household as machinists, mechanics, electricians, plumbers, welders, compositors, linotype and monotype operators, engineers and firemen (stationary), cutters, foremen, accountants and auditors, bookkeepers, office-appliance operators, secretaries, shipping and receiving clerks, stenographers, typists, railroad switchmen, flagmen and yardmen, technical engineers, and surveyors. At the other extreme, few differences appeared in designation of persons reported by the family as operatives in textile and clothing manufacture, including the knitters, loom fixers and others; the cigarette and tobacco workers; watchmen and guards; conductors and motormen; railroad trainmen, firemen, conductors and engineers; taxi and bus drivers; elevator operators; laundry

workers (not domestic); and waiters (not domestic).

The percentage of differences seemed to be proportionately high among certain of the skilled occupations and for some of the so-called white collar occupations such as accountants, secretaries, and stenographers, in which the possibility of either downgrading by the employer or upgrading by the family is clearly inherent. An inspection of the employers' returns for those individuals indicated the likelihood of frequent upgrading on the part of the household. In some cases, however, a reasonable doubt might arise as to whether it was not actually a skilled worker who was required by an employer for a certain job even though the job itself was coded as semiskilled.

Since no job analysis was made to determine whether the employer's designation accurately described the particular jobs in which workers were reported, an attempt was made to determine the reasons for the differences by a comparison of

**Table 2.—Extent of agreement between occupation reported by member of worker's household and that reported by his employer, by social-economic group, Philadelphia sample, 1938<sup>1</sup>**

Social-economic group	Number			Percent <sup>2</sup>		
	Total	Similar	Different	Total	Similar	Different
All groups.....	4,516	3,537	979	100.0	78.3	21.7
Professional.....	111	72	39	100.0	64.9	35.1
Farmers (owners and tenants). Proprietors, managers, and officials (except farmers).....	111	60	45	100.0	59.5	40.5
Clerks and kindred workers.....	1,214	1,009	205	100.0	83.1	16.9
Skilled workers and foremen.....	880	578	302	100.0	65.7	34.3
Semiskilled workers.....	1,769	1,480	289	100.0	83.7	16.3
Farm laborers.....	4	2	2			
Other laborers.....	245	172	73	100.0	70.2	29.8
Servant classes.....	182	158	24	100.0	86.8	13.2

<sup>1</sup> Differences measured by use of a code of 9 major occupational groups.

<sup>2</sup> Percentages calculated on totals of 25 or more cases.

the two occupational returns for each individual for whom differences arose. This involved considerable judgment; while the results can hardly be called statistically reliable, they give some indication of the proportion of differences which can be explained and the relative importance of some of the reasons for differences. Clearly the code system itself is partly responsible. The use of the more detailed code of 233 items is estimated to account for 13 percent of the total differences. The tendency of workers or their families to upgrade their occupational level is estimated to account for approximately 18 percent. Other ex-



planations which appeared significant were, in the order of their relative importance: (1) terminology peculiar to a particular employer or plant; (2) the existence of more than one reasonable possibility in the description of the individual or his job, such, for example, as a "foreman" who might also have been a "molder" by occupation; (3) unintentional downgrading by workers or their families; (4) downgrading by the employer; and (5) returns which were too vague or unsatisfactory to code accurately. In the final analysis it was possible to give reasonable explanations for only half of the differences. A job description or more complete information would be necessary to determine the reason for many of the differences in these doubtful cases and to decide which of the two sources gave the more accurate description of the individual in his current job.

#### ***Present Limitation of Occupational Statistics***

This study of some 5,000 individuals for whom two independent occupational reports were available clearly indicates the need for further consideration of methods for improving occupation returns. A serious question may be raised as to the value of certain occupational data unless greater surety of their accuracy can be established. Even though the 20 percent difference does not prove that 20 percent of the household entries were inaccurate, reasonable doubt as to their accuracy certainly exists. If, when a code of only nine categories is used, one-fifth of the families' occupational designations are actually inaccurate then the value of the results is certainly in question. It might be argued that, in studies in which the information is similarly collected, the bias is generally in the same direction and therefore that for some purposes the statistical data describing a group of wage earners are adequate and the comparisons valid for different series of occupational data collected under similar conditions. Yet more emphasis should undoubtedly be placed upon the necessity for improving the returns, no matter what their source, and upon standardization of occupational terminology, so that a certain title in common usage has uniformly the same meaning and is so used in designating a given job no matter where the job occurs. Standardization of terminology is, of course, much less simple than it sounds, partly because the language habits of individuals are strong and because the

meaning of the same word may vary in different areas. Even among employers, usage of uniform terminology would be difficult to achieve because of the large number of existing job titles sometimes used for identical or only slightly varying work. In spite of these difficulties, much improvement in occupational statistics might be achieved by greater emphasis upon the quality of the original material.

From the standpoint of the social security program, the present study clearly shows that occupational data secured from employers' records cannot be measured against data obtained from household surveys and more particularly from the census of population except with great caution in interpretation. Particularly in such measurements as death rates and the incidence of unemployment by occupation, care should be taken to allow for possible differences in the original data. If the number of workers reporting occupations classified as skilled is overstated in a census, then reports from employers as to the number of skilled workers currently unemployed will result in a fictitiously low rate of unemployment for skilled workers. Similar distortion will follow throughout the occupational range, and the measurement of unemployment may be distressingly inaccurate for certain occupations.

Recognition of the limitations of most occupational statistics is perhaps the first principle to learn in their use. Only agencies which go into a plant and actually determine the duties and skill required by a certain job can be sure of reasonably good results for a detailed occupational classification, particularly one that attempts to classify workers by skill. In this connection it might be noted that the answer to a question in the present study as to the duties of the worker was of great assistance in coding the occupational entries. Even brief answers by the employer solved many difficult coding problems. It is not practical, however, to ask such a question in all studies, and it would be of little aid to query some members of a family or the worker himself if there was a deliberate desire to misstate occupation.

Consideration of methods to improve the accuracy of occupational statistics warrants increasing attention if occupational data continue to be of increasing importance to Government agencies and private research organizations.

# THE ECONOMIC STATUS OF URBAN FAMILIES AND CHILDREN

I. S. FALK AND BARKEV S. SANDERS \*

THE CANVASS of approximately 700,000 urban households made by the National Health Survey in the winter of 1935-36 provided information on the approximate money income or relief status of urban families for the 12-month period preceding the date of the canvass. The size and selection of this sample makes the surveyed population generally comparable with the urban population as a whole.<sup>1</sup> Economic relationships apparent from analysis of these data may be regarded, therefore, as roughly indicative of similar relationships prevailing generally among urban families though the income distribution in the sample may be somewhat influenced by the disproportionately high representation of cities with 100,000 or more population.<sup>2</sup>

In the National Health Survey, family income represents the total money income of all members of a household related to the head.<sup>3</sup> The income of nonrelated lodgers or roomers and servants was not obtained, except to the extent that the amounts which they paid for board and lodging were regarded as part of the family income. No income value was attributed to ownership of a home or any other property. One-third or more of the families reported home ownership, but it is not known to what extent ownership was offset by mortgage charges or other indebtedness on the property.

\*Mr. Falk is Assistant Director of the Bureau of Research and Statistics, in charge of Health Studies, and Mr. Sanders, senior statistician, is responsible for direct supervision of the study of family composition in the United States, on which this article, the second in a series, is based. This study utilizes data from schedules of the National Health Survey generously made available by the Public Health Service and is conducted under the supervision of the Bureau of Research and Statistics as Works Progress Administration Project Nos. 365-31-3-5 and 765-31-3-3, in Richmond, Virginia.

<sup>1</sup> For a description of the basis, purpose, and scope of the study of family composition and a summary analysis of the surveyed population, see Sanders, Barkev S., "Family Composition in the United States," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 9-13.

<sup>2</sup> U. S. Public Health Service, National Institute of Health, *The National Health Survey: 1935-1936: The Relief and Income Status of the Urban Population of the United States, 1935, 1938*, pp. vi-viii.

<sup>3</sup> "Income.—Income is defined to include salaries, wages, business profits including those from boarding and lodging houses which supplied the main income of the family, income from boarders and lodgers in private families, and income from investments; it thus represents an approximate net yearly income of the family. Families were not asked to report the exact amount of income but to locate themselves in the appropriate interval . . ." *The National Health Survey*, *ibid.*, p. 2.

The distribution of family income for these urban households is similar, in broad outline, to that indicated in the estimates of the National Re-

Table 1.—Percentage distribution, by economic status, of urban families canvassed in the National Health Survey<sup>1</sup> and of urban families included in estimates of the National Resources Committee<sup>2</sup>

Economic status	National Health Survey		National Resources Committee estimates, urban families of 2 or more
	All urban families	Urban families of 2 or more <sup>3</sup>	
Relief.....	16.6	16.5	16.5
Nonrelief.....			
Under \$1,000.....	28.2	25.9	22.6
\$1,000-\$1,499.....	22.5	23.2	20.0
\$1,500-\$1,999.....	18.9	16.7	15.6
\$2,000-\$2,999.....	10.9	11.5	15.1
\$3,000-\$4,999.....	4.1	4.4	6.8
\$5,000 and over.....	1.8	1.8	3.4

<sup>1</sup> Computed from U. S. Public Health Service, National Institute of Health, *The National Health Survey: 1935-36: The Relief and Income Status of the Urban Population of the United States, 1935, 1938*, p. 1, table 1; families of unknown income omitted.

<sup>2</sup> Computed from National Resources Committee, *Consumer Incomes in the United States*, August 1938, p. 101, table 26-B, and p. 97, table 9-B. See also p. 74, footnote 17, for correction of relief estimates by data of National Health Survey.

<sup>3</sup> Computed by elimination of 1-person families tabulated in family composition study.

sources Committee for the fiscal year 1935-36, despite the fact that these two studies are dissimilar in some respects.<sup>4</sup> The general resemblance is shown in table 1.

## The Income of Bio-legal Families

For the purposes of the study of family composition undertaken by the Social Security Board, it was necessary to adopt a definition of family different from that used by the National Health Survey,<sup>5</sup> in order to identify relationships pertinent to problems and policies in social insurance. As defined in the present study, a "bio-legal" family includes: (a) one or both spouses and their unmarried children, if any, including adopted or foster children, living together as a family unit; or (b) unmarried sisters and/or brothers, including adopted or foster brothers and sisters, living

<sup>4</sup> Estimates of the National Resources Committee include imputed rental value of owned homes and cover a period when incomes were somewhat higher. In the higher-income groups schedules were supplemented by Federal income tax data.

<sup>5</sup> *Ibid.*

together as a family unit; or (c) persons living in extra-familial groups, as here defined, or by themselves, who are considered as separate one-person families. Except when otherwise specified, "family" is used subsequently in this article within the meaning of this definition.

Among the 703,000 urban households included in the survey, there were 931,400 bio-legal families, or an average of approximately 1.3 families per household. In 57 percent of these families, including more than 69 percent of the individuals in the surveyed population, the bio-legal family constituted the entire household. In these single-family households the income reported in the National Health Survey, for the family as there defined, coincides with that used in this study for the bio-legal families. When the household was composed of two or more bio-legal families, there was no way to attribute to each the appropriate part of the total income recorded in the survey schedule; the combined income for these derived families was therefore attributed to each. Unrelated members of the household whose income was not reflected in the household income were classi-

fied according to the income of the household of which they were a part.

The income assignment of the canvassed population therefore is as follows:

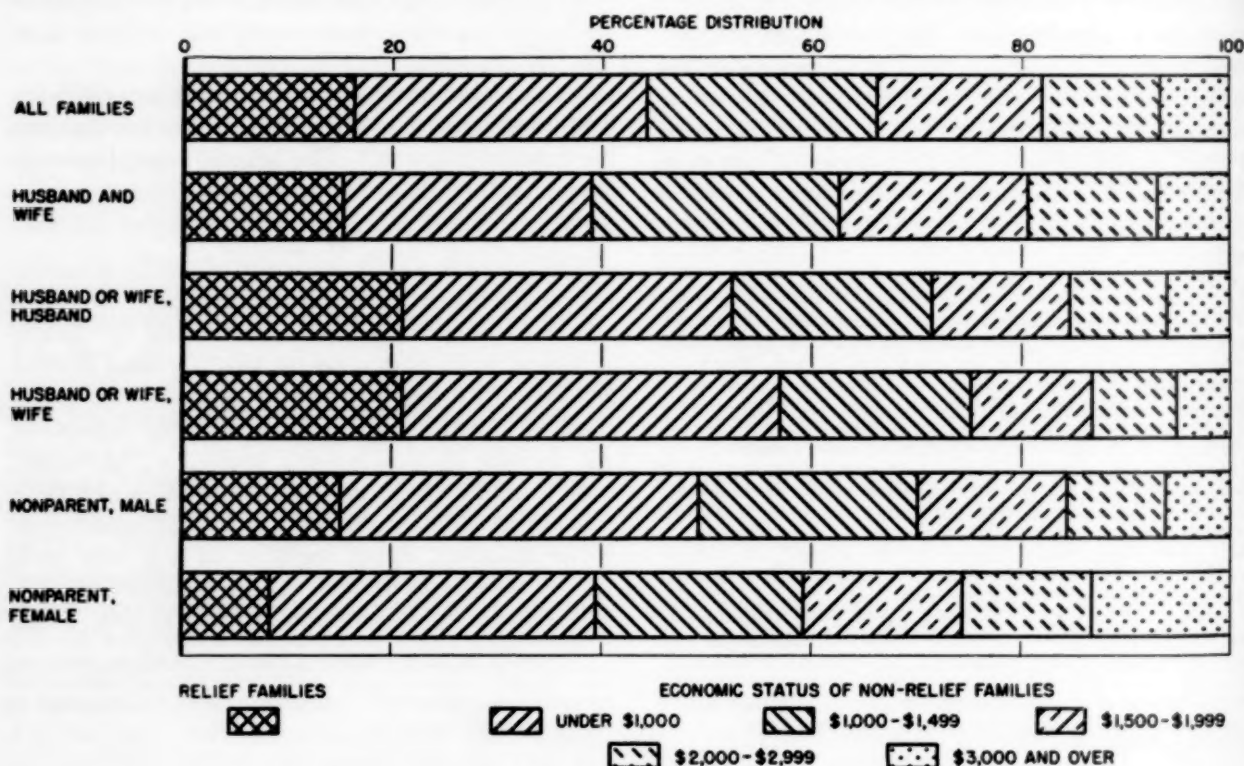
(a) For about 70 percent of the individuals included in the sample, the family income reported is the income of the bio-legal family to which the individuals belonged;

(b) For an additional 26 percent of the individuals who lived in households with two or more related bio-legal families, the assignment of the aggregate income to each family *overstates* the per capita income but is a reasonably valid index of the economic level of the households in which these individuals live;

(c) For the remaining 4 percent or less, consisting of roomers, lodgers, and servants, it may be said that, except for the last, the income of the household is a rough index of their economic level.

On the basis of these considerations it is believed that the method, though not wholly precise, serves the present purpose. It must be observed, however, that the procedure applied leads to overstatement of income for most bio-legal families in

**Chart I.—Distribution of all urban bio-legal families and of families of specified types by economic status (see table 2)**





**Table 2.—Number <sup>1</sup> of urban bio-legal families of specified types <sup>2</sup> and economic status, and percentage distribution by economic status**

Type of family <sup>1</sup>	All families	Economic status of family								Unknown
		Relief families	Nonrelief families							
			All	Under \$1,000	\$1,000- \$1,499	\$1,500- \$1,999	\$2,000- \$2,999	\$3,000- \$4,999	\$5,000 and over	
Number of families <sup>1</sup>										
All types.....	931, 379	145, 143	741, 772	245, 783	194, 542	140, 456	99, 770	40, 403	20, 818	44, 464
Husband and wife.....	554, 186	82, 380	452, 158	126, 232	127, 460	94, 761	67, 059	25, 598	11, 048	19, 648
Husband or wife, husband.....	63, 599	12, 758	47, 781	19, 089	11, 478	7, 902	5, 618	2, 452	1, 242	3, 060
Husband or wife, wife.....	176, 844	35, 618	133, 395	60, 617	30, 681	19, 812	13, 478	5, 595	3, 212	7, 831
Nonparent, male.....	62, 782	8, 885	49, 410	19, 886	12, 165	8, 198	5, 585	2, 365	1, 201	4, 487
Nonparent, female.....	73, 968	5, 502	59, 028	19, 959	12, 758	9, 783	8, 020	4, 393	4, 115	9, 438
Percentage distribution <sup>2</sup>										
All types.....	100.0	16.4	83.6	27.8	21.9	15.8	11.2	4.6	2.3	-----
Husband and wife.....	100.0	15.4	84.6	23.6	23.8	17.7	12.5	4.9	2.1	-----
Husband or wife, husband.....	100.0	21.1	78.9	31.5	18.9	13.1	9.3	4.1	2.0	-----
Husband or wife, wife.....	100.0	21.1	78.9	35.9	18.1	11.7	8.0	3.3	1.9	-----
Nonparent, male.....	100.0	15.2	84.8	34.0	20.9	14.1	9.6	4.1	2.1	-----
Nonparent, female.....	100.0	8.5	91.5	30.9	19.8	15.2	12.4	6.8	6.4	-----

<sup>1</sup> Data are preliminary and subject to revision.

<sup>2</sup> Bio-legal families are classified by types as follows: (1) husband-and-wife families: both spouses with or without unmarried children; (2) husband-or-wife families, husband: the male spouse, with or without unmarried children; (3) husband-or-wife families, wife: the female spouse, with or without unmarried children; (4) nonparent families, male: an unmarried male as

the head with or without unmarried sisters and/or brothers; (5) nonparent families, female: an unmarried female as the head with or without unmarried sisters and/or brothers. An individual living in an extra-familial group as here defined, or by himself, is classified as a separate bio-legal family.

<sup>3</sup> Excludes families of unknown economic status.

multiple-family households, although it may occasionally lead to understatement. If an aged parent lives with a married son or daughter, the income of the parent may be grossly overstated; so also may be the incomes of roomers and lodgers who, as already indicated, were classified as separate bio-legal families.

Families were classified under "relief" <sup>6</sup> when any member of the family was reported to have received relief at some time during the preceding 12 months; doubtless some families in this category were wholly or partly self-supporting during at least part of this 12-month period. On the other hand it is possible that some families failed to report receipt of relief during the survey year. Clark Tibbitts, Field Director of the National Health Survey, reported in this connection:

"It appears that the number of families who reported the receipt of relief to Health Survey enumerators is approximately the same as the number of families likely to be found on the rolls

<sup>6</sup> The National Health Survey defined "relief" as follows: "Families were identified as having received relief, if at any time during the year covered by the report one or more members had had assistance such as work relief (but not PWA or CCC wages), direct relief, mothers' pension, pension for the blind, or a grant for any similar purpose from public funds administered by a Federal, State, or local government. Families which reported the receipt of relief were not asked to specify the amount of income received during the year." *The National Health Survey*, *ibid.*, p. 2.

of relief agencies at any one moment. Because of the turnover in the relief population the total number of different families assisted during a year should be larger than the number on the rolls at any one time."

The method used is such as to limit the value of the data for the measurement of the aggregate income of the surveyed population. The limitations do not, however, impair the usefulness of the data for the purpose of the present study, i. e., the use of income data as a scale to rate the economic status of various groups in the population classified by age, marital status, and the like; to analyze the relative economic insecurity of families of given types; and to estimate the costs of extending to such groups provisions to promote greater economic security.

#### **Distribution of Families by Economic Status**

Table 2 shows the distribution of bio-legal families according to economic status as measured by the receipt of relief or by reported income. In the survey group as a whole, more than two-fifths (44.2 percent) of the families of known economic status were in households which received relief during the survey year or had an income of less

<sup>7</sup> *Ibid.*

than \$1,000; more than one-third (37.7 percent) had from \$1,000 to \$2,000; and somewhat less than one-fifth (18.1 percent), \$2,000 or more.

Within the total group, wide variations in income are evident among families of different types. The complete families—that is, families including both husband and wife, with or without unmarried children—had a more favorable economic status than the group as a whole in that a smaller proportion were in the relief and the under-\$1,000 categories and more were in the groups with \$1,000–\$1,999 or \$2,000 and over.

In some respects the nonparent families with a female head show a more favorable distribution in that nearly 26 percent of this group were in households with incomes of \$2,000 or more, while in husband-and-wife families the corresponding percentage is about 19. This contrast is, however, partly spurious, since it arises from the definition of nonparent families with a female head; these are largely one-person families consisting of unmarried women living in the homes of relatives or living as roomers, lodgers, or servants in the homes of others. Under both circumstances the household income attributed to them may fail to reflect their actual economic status. Only 25 percent of these families constitute single-family households, while for husband-and-wife families the corresponding percentage is 78.

The least favorable status was that of families

which included only one spouse. Among such families, designated according to the head as “husband or wife, husband” and “husband or wife, wife,” 53 percent and 57 percent, respectively, were in groups for which relief or income of less than \$1,000 was reported, while 32 and 30 percent reported family incomes of \$1,000–\$1,999, and 15 and 13 percent, incomes of \$2,000 and over. The differences in income distribution by family types are shown graphically in chart I. It is evident that the income status is least favorable for families in which the wife is the head and the husband is absent. The low economic status found among these broken families is especially significant, since nearly a fifth included children under the age of 16.

The overstatement of income for multiple-family households is relatively least important in husband-and-wife families and most important in nonparent families. As a group, one-spouse families, especially those without the male, are the least favored; conversely the husband-and-wife families are the most favored. This statement, however, applies only to the family entity; the relationships indicated in tables 2 and 3 will be markedly modified when other factors, such as the size of family, are taken into consideration.\*

\* The average size of families, which will be considered in a subsequent analysis, is as follows: husband-and-wife families, 3.5; husband or wife, husband, 1.5; husband or wife, wife, 1.8; nonparent, male, 1.1; and nonparent, female, 1.2.

**Table 3.—Percentage distribution of urban bio-legal families of specified economic status by type of family, and index numbers of relative percentage distributions by economic status**

Type of family	All families	Economic status of family								Unknown
		Relief families	Nonrelief families							
			All	Under \$1,000	\$1,000- \$1,499	\$1,500- \$1,999	\$2,000- \$2,999	\$3,000- \$4,999	\$5,000 and over	
Percentage distribution										
All types.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Husband and wife.....	59.5	56.8	60.9	51.3	65.5	67.5	67.2	63.4	53.1	44.2
Husband or wife, husband.....	6.8	8.8	6.4	7.8	5.9	5.6	5.6	6.1	5.9	6.9
Husband or wife, wife.....	19.0	24.5	18.0	24.7	15.8	14.1	13.5	13.8	15.4	17.6
Nonparent, male.....	6.7	6.1	6.7	8.1	6.2	5.8	5.6	5.8	5.8	10.1
Nonparent, female.....	8.0	3.8	8.0	8.1	6.6	7.0	8.1	10.9	19.8	21.2
Index (base=percent of families of specified type in all families)										
Husband and wife.....	100	95	102	86	110	113	113	107	90	74
Husband or wife, husband.....	100	129	94	115	87	82	82	90	87	101
Husband or wife, wife.....	100	129	95	130	83	74	71	73	81	93
Nonparent, male.....	100	91	100	121	92	87	84	87	87	151
Nonparent, female.....	100	48	100	101	82	88	101	136	248	265

### Distribution of Individuals by Economic Status

Of 2.5 million persons included in this sample of the urban population, more than two-fifths (43 percent) were in families which received relief during the survey year or reported incomes of less than \$1,000; less than two-fifths (39 percent) were in families with incomes of from \$1,000-\$1,999; and less than one-fifth (18 percent) in families with \$2,000 or more. As may be seen from table 4, there is a considerable variation in the income distribution of the individuals who are in families of different types. While individuals in nonparent families with a female head were apparently the most favored group, this position is probably a reflection of the method of income assignment rather than of actual income status. Second in rank were individuals in husband-and-wife families. Among these, 40 percent were in families which reported relief or incomes of less than \$1,000, 41 percent in families with \$1,000-\$1,999, and 19 percent in families with \$2,000 or more. The apparent advantage of persons in these families may be lessened when the larger size of these families is taken into consideration.

Persons in broken families in which the wife is the head show the least favorable income distribution. Among these persons, 58 percent were in families reporting relief or incomes of less than \$1,000; 29 percent in income groups with \$1,000-\$1,999, and 13 percent in groups with \$2,000 and more. The next least favored group consists of persons in families with the male spouse only. Among these persons, 49 percent were in families which reported relief or family incomes of less than \$1,000; 34 percent had incomes of \$1,000-\$1,999; and 17 percent incomes of \$2,000 and over.

Table 5 indicates the distribution of the 2.5 million individuals and of individuals in various age groups according to economic status. It is apparent that there are significant differences and that the economic status of children under 16 is the least favorable. Of nearly 650,000 children, 49 percent were in families reporting relief or incomes of less than \$1,000; 37 percent in families with incomes of \$1,000-\$1,999; and 14 percent were in those with incomes of \$2,000 and over.

The next least favored group consists of persons

Table 4.—Number <sup>1</sup> and percentage distribution <sup>2</sup> of individuals in urban bio-legal families by economic status and by type of family

Type of family	All individuals	Economic status of family								Un- known
		Individuals in relief families	Individuals in nonrelief families							
			All	Under \$1,000	\$1,000- \$1,499	\$1,500- \$1,999	\$2,000- \$2,999	\$3,000- \$4,999	\$5,000 and over	
Number of individuals <sup>1</sup>										
Total.....	2,504,104	453,217	1,951,462	578,523	538,845	394,369	279,071	110,312	50,342	99,425
Husband and wife.....	1,926,389	336,568	1,523,764	408,612	437,084	324,209	228,725	87,804	37,330	66,057
Husband or wife, husband.....	95,386	19,604	71,120	25,114	17,417	12,916	9,415	4,214	2,044	4,662
Husband or wife, wife.....	325,847	80,133	232,158	100,189	55,787	36,182	24,791	10,229	4,980	13,556
Nonparent, male.....	70,984	10,152	55,828	21,746	13,654	9,427	6,604	2,928	1,469	5,004
Nonparent, female.....	85,498	6,760	68,592	22,862	14,903	11,635	9,536	5,137	4,519	10,146
Percentage distribution <sup>2</sup> by economic status										
Total.....	100.0	18.8	81.2	24.1	22.4	16.4	11.6	4.6	2.1	-----
Husband and wife.....	100.0	18.1	81.9	22.0	23.5	17.4	12.3	4.7	2.0	-----
Husband or wife, husband.....	100.0	21.6	78.4	27.7	19.2	14.2	10.4	4.6	2.3	-----
Husband or wife, wife.....	100.0	25.7	74.3	32.1	17.8	11.6	7.9	3.3	1.6	-----
Nonparent, male.....	100.0	15.4	84.6	33.0	20.7	14.3	10.0	4.4	2.2	-----
Nonparent, female.....	100.0	9.0	91.0	30.3	19.8	15.4	12.7	6.8	6.0	-----
Percentage distribution by family type										
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Husband and wife.....	76.9	74.3	78.1	70.6	81.1	82.2	81.9	79.6	74.2	66.4
Husband or wife, husband.....	3.8	4.3	3.6	4.3	3.2	3.3	3.4	3.8	4.1	4.9
Husband or wife, wife.....	13.0	17.7	11.9	17.3	10.4	9.2	8.9	9.3	9.9	13.6
Nonparent, male.....	2.9	2.2	2.9	3.8	2.5	2.4	2.4	2.6	2.9	5.0
Nonparent, female.....	3.4	1.5	3.5	4.0	2.8	2.9	3.4	4.7	8.9	10.1

<sup>1</sup> Data are preliminary and subject to revision.

<sup>2</sup> Excludes individuals in families of unknown economic status.



**Table 5.—Number <sup>1</sup> of individuals of specified ages in urban bio-legal families of given economic status, and percentage distribution <sup>2</sup> by economic status of family**

Age group (years)	Economic status of family									
	All individuals	Individuals in relief families	Individuals in nonrelief families							Unknown
			All	Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000-\$4,999	\$5,000-and over	
Number of individuals <sup>1</sup>										
All ages.....	2,504,104	453,217	1,951,462	578,523	538,845	394,369	279,071	110,312	50,342	99,428
Under 16.....	647,639	167,350	463,984	139,889	140,570	94,347	60,132	20,497	8,549	16,306
16-24.....	401,916	72,236	308,737	92,940	84,176	61,469	44,125	18,264	7,763	20,943
25-44.....	821,732	119,644	671,150	183,934	189,479	142,120	100,804	38,244	16,569	30,938
45-59.....	404,595	60,281	325,405	92,445	82,091	65,995	30,872	22,681	11,321	18,909
60-64.....	82,068	11,414	66,562	22,647	16,036	12,033	9,195	4,296	2,355	4,092
65 and over.....	142,594	22,086	113,327	45,861	20,067	18,029	13,612	6,144	3,614	7,181
Percentage distribution <sup>2</sup>										
All ages.....	100.0	18.9	81.1	24.0	22.4	16.4	11.6	4.6	2.1	-----
Under 16.....	100.0	26.5	73.5	22.2	22.3	14.9	9.5	3.2	1.4	-----
16-24.....	100.0	19.0	81.0	24.4	22.1	16.1	11.6	4.8	2.0	-----
25-44.....	100.0	15.1	84.9	23.3	24.0	18.0	12.7	4.8	2.1	-----
45-59.....	100.0	15.6	84.4	24.0	21.3	17.1	13.2	5.9	2.9	-----
60-64.....	100.0	14.6	85.4	29.1	20.6	15.4	11.8	5.5	3.0	-----
65 and over.....	100.0	16.3	83.7	33.9	19.2	13.3	10.1	4.5	2.7	-----

<sup>1</sup> Data are preliminary and subject to revision.

<sup>2</sup> Excludes individuals of unknown age and individuals in families of unknown economic status.

in ages 16-24. Among these, 44 percent were in relief families or families with an income of less than \$1,000; 38 percent were in the income group \$1,000-\$1,999; and 18 percent in the income group \$2,000 or over. The most favored groups were persons in ages 25-59. The aged persons have an intermediate position. Their proportion

in relief households was not appreciably different from that found among persons in ages 25-59, but a much larger proportion are found in families reporting incomes of less than \$1,000. With respect to sex, there were no marked differences in any age group in the economic status of males and females

**Table 6.—Percentage distribution <sup>1</sup> of individuals in urban bio-legal families of specified economic status, by age and index numbers of relative percentage distribution by economic status of family**

Age group (years)	All individuals	Individuals in relief families	Economic status of family								Un-known
			Individuals in nonrelief families								
			All	Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000-\$4,999	\$5,000 and over		
Percentage distribution <sup>1</sup> by age											
All ages.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Under 16.....	25.9	37.0	23.8	24.2	26.1	23.9	21.6	18.6	17.0	16.6	
16-24.....	16.1	15.9	15.8	16.1	15.6	15.6	15.8	16.6	15.5	21.3	
25-44.....	32.8	26.4	34.5	31.9	35.2	36.1	36.2	34.7	33.0	31.4	
45-59.....	16.2	13.3	16.7	16.0	15.2	16.8	18.2	20.6	22.6	19.2	
60-64.....	3.3	2.5	3.4	3.9	3.0	3.0	3.3	3.9	4.7	4.2	
65 and over.....	5.7	4.9	5.8	7.9	4.9	4.6	4.9	5.6	7.2	7.3	
Index (base=percent of individuals of specified age in total)											
Under 16.....	100	143	92	93	101	92	83	72	66	64	
16-24.....	100	99	98	100	97	97	98	103	98	132	
25-44.....	100	80	105	97	107	110	110	106	101	96	
45-59.....	100	82	103	99	94	104	112	127	140	119	
60-64.....	100	76	103	118	91	91	100	118	142	127	
65 and over.....	100	86	102	139	86	81	86	98	126	128	

<sup>1</sup> Excludes individuals of unknown age.

Table 6 gives the percentage distribution of individuals in the sample according to age for the entire group and for the specific income categories. It is to be noted that the proportion of children in the sample population, which is not materially different from that reported in the 1930 census, is almost five times the proportion of persons in ages 65 and over. Children constitute about one-fourth of all persons in the surveyed population but more than one-third (37 percent) of all persons in relief families.

The reader must be cautioned, however, that to understand the full economic significance of these comparisons between persons in different ages and in families of different types it is important to consider additional factors, including the composition of the household and the size of the family, which will be discussed in subsequent articles.

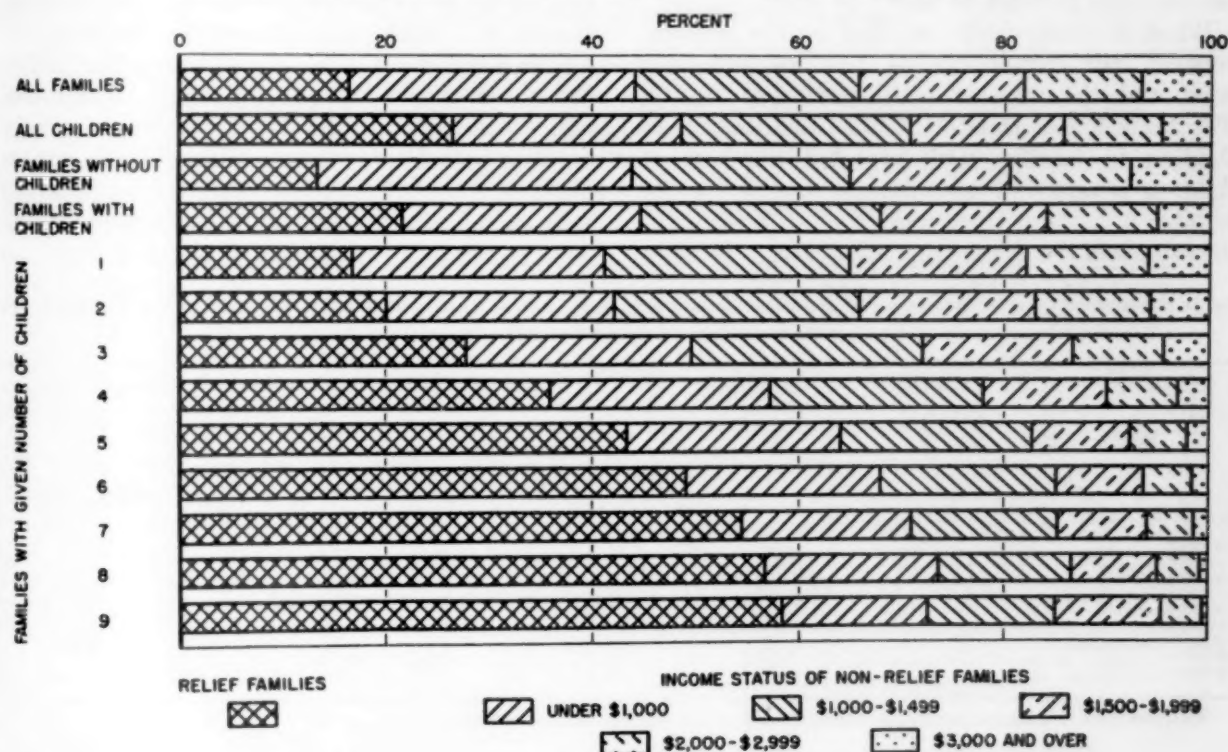
### Economic Status of Urban Children

The present analysis indicates that the income distribution of children is distinctly the least favorable, especially since the method of attributing

the income of the larger family to each of the bio-legal families tends somewhat to understate the unfavorable economic status of the children. The economic status of children must be of special concern, since it largely determines the opportunities of the citizens of the future. Two-thirds of the families considered in this study had incomes of less than \$1,500, that is, incomes inadequate to support families of substantial size. (See table 7.) The economic status of the families with children under age 16 is distinctly less favorable than that of families without children. Thus among families without children, 13 percent reported relief status; among those with children, 22 percent. Except in the income category of less than \$1,000, the distributions invariably favor the families without children. This difference in favor of families without children will become greatly more enhanced when size of family is taken into consideration.

The statistical picture is still less favorable when the economic distribution of children—rather than families—is considered. Of the 648,000 young children in urban families, nearly 27 percent of those for whom income information was provided

Chart II.—Distribution of all urban bio-legal families, all children under age 16, families without children, and families with given number of children, by economic status (see tables 5 and 7)



**Table 7.—Percentage distribution of urban bio-legal families with and without children under age 16, by economic status**

Children per family	Total number of families <sup>1</sup>	Economic status of family							
		All families	Relief families	Nonrelief families					
				Under \$1,000	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000-\$4,999	\$5,000 and over
All families .....	886,915	100.0	16.4	27.7	21.9	15.8	11.3	4.6	2.3
Families without children.....	560,201	100.0	13.3	30.5	21.2	15.6	11.6	5.0	2.8
Families with children <sup>2</sup> .....	326,714	100.0	21.6	23.0	23.2	16.2	10.7	3.8	1.5
1 child.....	158,218	100.0	16.8	24.4	23.9	17.2	11.8	4.3	1.6
2 children.....	92,724	100.0	20.1	22.0	23.9	17.1	11.2	4.0	1.7
3 children.....	41,645	100.0	27.9	21.8	22.5	14.7	8.8	2.9	1.4
4 children.....	18,582	100.0	35.9	21.3	20.7	12.1	7.0	2.2	.8
5 children.....	8,669	100.0	43.3	20.9	18.6	9.6	5.6	1.5	.5
6 children.....	4,115	100.0	49.2	18.9	17.1	8.6	4.7	.9	.6
7 children.....	1,716	100.0	54.5	16.5	14.2	8.7	4.5	1.1	.5
8 children.....	667	100.0	56.7	16.9	13.0	8.4	4.2	.7	.1
9 children.....	298	100.0	58.4	14.1	12.4	10.4	4.1	.3	.3

<sup>1</sup> Excludes families of unknown income status.

<sup>2</sup> Excludes families with unknown number of children.

were in relief families. At least 22 percent were in families with incomes of less than \$1,000 a year, and another 22 percent were in families with annual incomes of \$1,000-\$1,499 (tables 8 and 9). In other words, 71 percent of the child population were in homes with incomes which were inadequate or barely adequate to supply the minimum necessities for these growing children. By contrast only 1.4 percent of the child population was found in families with incomes of \$5,000 or over.

What is particularly striking is the relation between the percentage of families reporting relief and the number of children per family. (See table 7 and chart II.) The distribution of children in families with specified numbers of children is analyzed according to family income in table 8. About three-fourths of all children in the sample of the urban population were in families

in which there were two or more children under the age of 16. These families include, on the average, more than five persons each. Among these children, 30 percent were in relief families and 73 percent in families on relief or having incomes of less than \$1,500. Hence, nearly three-fourths of these children, who may be considered representative of the large majority of children in American cities, were in families whose incomes fall below any standard wholly compatible with the needs of growing and developing children.

The larger the number of children in the family, the worse their economic condition. For example, 26 percent of the young children were in families with four or more children; among these children, over 42 percent were in families which were or had been on relief, an additional 20 percent were in families with annual incomes of less than

**Table 8.—Percentage distribution of children under age 16 in urban bio-legal families by number of children per family and by economic status of family**

Number of children per family	All children <sup>1</sup>		Economic status of family							
	Number	Percent of total	All children	Children in relief families	Children in nonrelief families					
					Under \$1,000	\$1,000- \$1,499	\$1,500- \$1,999	\$2,000- \$2,999	\$3,000- \$4,999	\$5,000 and over
1 or more.....	630,994	100.0	100.0	26.5	22.1	22.3	14.9	9.5	3.3	1.4
2 or more.....	472,776	74.9	100.0	29.8	21.3	21.8	14.2	8.8	2.9	1.2
3 or more.....	287,328	45.5	100.0	36.1	20.9	20.4	12.3	7.2	2.2	.9
4 or more.....	162,393	25.7	100.0	42.3	20.2	18.7	10.5	5.9	1.7	.7
5 or more.....	88,065	14.0	100.0	47.8	19.3	17.0	9.2	5.0	1.2	.5
6 or more.....	44,720	7.1	100.0	52.1	17.7	15.5	8.7	4.6	.9	.5
7 or more.....	20,030	3.2	100.0	55.6	16.3	13.6	8.8	4.4	.9	.4
8 or more.....	8,018	1.3	100.0	57.2	16.0	12.7	9.1	4.2	.6	.2
9 or more.....	2,682	.4	100.0	58.4	14.1	12.4	10.4	4.0	.4	.3

<sup>1</sup> Excludes children in families of unknown economic status or with unknown number of children.



\$1,000, and another 19 percent were in families with annual incomes between \$1,000 and \$1,500. Thus, more than 62 percent of these children were in families on relief or with incomes under \$1,000, and 81 percent were in families with less than \$1,500. The economic status of these urban children is readily evident from a consideration of the adequacy of these amounts for families which have six and more members.

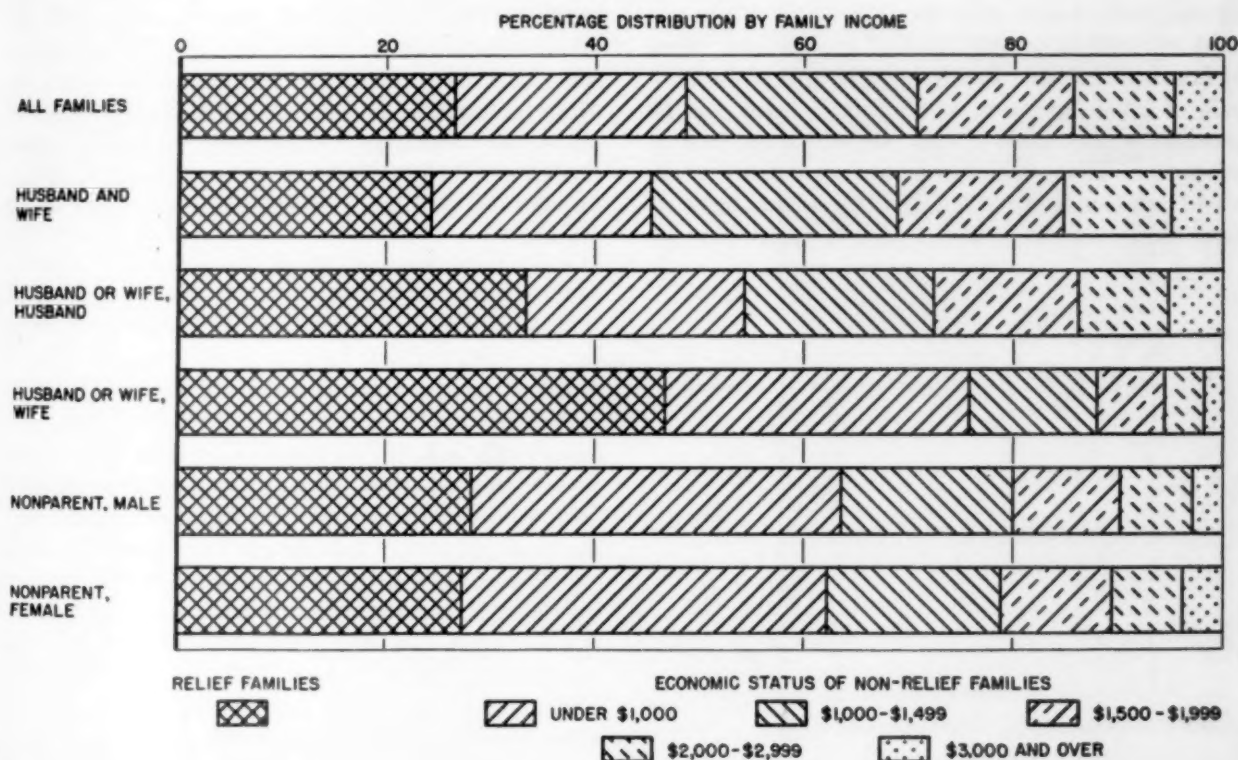
Table 9 shows the special economic handicap suffered by children in broken homes, as contrasted with children in homes with both parents. In families with both husband and wife, 24 percent of the children were found in relief families, 21 percent in families with an annual income of less than \$1,000, and 24 percent in those with an annual income of \$1,000-\$1,499. That is, nearly 70 percent of the children with both parents were in families with incomes of less than \$1,500 and with an average membership of about five persons. By contrast, in families with mother only, in which nearly 10 percent of all the children were found, almost half of the children (46.9 percent) were in relief families; 29 percent were in families

with incomes of less than \$1,000, and 12 percent in those with incomes of \$1,000-\$1,499 a year. Almost nine-tenths of these children in fatherless families were, therefore, in families with insufficient or scarcely adequate income for proper child development. (See chart III.)

The economic status of children in other broken families, while not as serious as that in families with the mother only, is nevertheless decidedly worse than among children in families with both parents. It is fortunate that 87 percent of all urban children were in families with both husband and wife, but even among these, as has already been remarked, about 70 percent were in households where family income was so low as to endanger or make very difficult their chance for normal growth and healthful development.

The method of income classification used, as already indicated, results in some overstatement of family income status for children in households comprising more than one bio-legal family, since in such households additional persons may be dependent on the income ascribed to each bio-legal family; about 24 percent of all the children

Chart III.—Distribution of urban children under age 16 in all families and in families of specified types, by economic status (see table 9)



**Table 9.—Percentage distribution of children under age 16 in urban bio-legal families by economic status and by type of family**

Type of family	Total number of children	Economic status of family								
		All children	Children in relief families	Children in nonrelief families						
				All	Under \$1,000	\$1,000-\$1,199	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000-\$4,999	\$5,000 and over
Distribution by family income										
All types.....	1 630,994	100.0	26.5	73.5	22.1	22.3	14.9	9.5	3.3	1.4
Husband and wife.....	548,644	100.0	24.2	75.8	21.1	23.6	16.0	10.2	3.5	1.4
Husband or wife, husband.....	10,586	100.0	33.3	66.7	20.9	18.3	13.8	8.6	3.6	1.3
Husband or wife, wife.....	57,808	100.0	46.9	53.1	29.0	12.1	6.4	3.7	1.4	.3
Nonparent, male.....	6,470	100.0	28.3	71.7	35.2	16.5	10.2	6.9	2.2	.7
Nonparent, female.....	7,786	100.0	27.5	72.5	34.8	16.6	10.6	6.7	2.6	1.2
Distribution by type of family										
All types: Number.....	1 647,419	1 647,419	167,337	463,657	139,570	140,577	94,316	60,131	20,524	8,520
Percent.....		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Husband and wife.....	562,274	86.9	79.4	89.7	83.0	92.0	93.0	93.3	92.6	92.8
Husband or wife, husband.....	11,051	1.7	2.1	1.5	1.6	1.4	1.5	1.5	1.9	1.9
Husband or wife, wife.....	59,171	9.1	16.1	6.6	11.9	4.9	3.9	3.6	3.9	3.7
Nonparent, male.....	6,748	1.0	1.1	1.0	1.6	.8	.7	.7	.7	.5
Nonparent, female.....	8,175	1.3	1.3	1.2	1.9	.9	.9	.9	.9	1.1

<sup>1</sup> Excludes children in families of unknown economic status or with unknown number of children.

<sup>2</sup> Excludes children in families with unknown number of children.

were in multiple-family households. It is probable, therefore, that the actual economic circumstances of the children included in the urban sample were more unfavorable than is indicated by this preliminary analysis.

More explicit comparisons of the various types of families included in the sample and of individuals of given age, sex, and marital status will be possible as the result of analyses which are now in progress. The preliminary data on income available from this study of family composition indicate that some two-thirds of the sample urban popula-

tion are members of families which fall below or barely attain a level of income commensurate with standards widely accepted as minimal for health and decency, and that an even larger proportion of the children are in such families. While these statements are sufficiently disquieting, whatever bias arises from the method of the study or from factors still to be explored probably tends to make the present preliminary conclusions an overstatement, rather than an understatement, of the income of the urban population of the United States.

# UNEMPLOYMENT COMPENSATION

BUREAU OF UNEMPLOYMENT COMPENSATION

DIVISION OF RESEARCH • DIVISION OF STATISTICS AND ANALYSIS

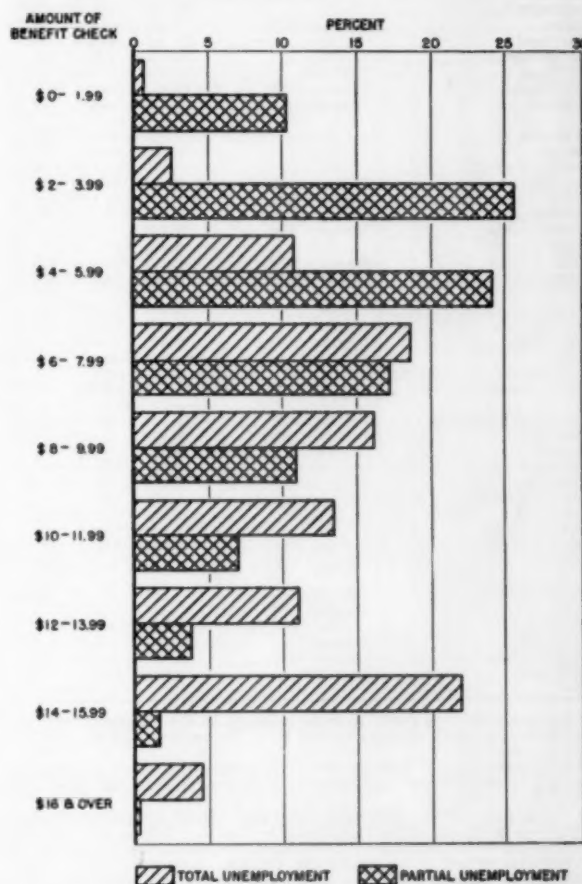
## Review of the Month

PAYMENTS TO unemployed workers in the 49 jurisdictions now paying benefits totaled \$48.9 million in March, an increase of nearly 41 percent over February payments. The sharp increase in payments was to a considerable extent attributable to payments by the 18 States which first accepted claims in January of this year. The 7 States reporting decreases were all States in which benefits have been payable prior to January of this year. With the exception of Indiana, these decreases were all less than 10 percent. Some of the States with the most extensive benefit-payment experience, however, such as California, Minnesota, New York, Pennsylvania, Texas, and West Virginia, reported pronounced increases. Additional wage credits made available to unemployed workers through the beginning of new benefit years in these States account partly for the increases. Among the newer benefit-paying States, the largest increases were reported by Alaska, Hawaii, and Kentucky, where payments were more than twice the amount paid in the previous month. In addition, 7 other new benefit-paying States reported increases of 50 percent or more over February. Benefit payments in New York, a large proportion of which represented liquidation of a back-log of compensable claims, were almost one-fourth of the total payments made during the month. Approximately 60 percent of the total benefit payments were made in California, Michigan, New Jersey, New York, Ohio, and Pennsylvania.

Initial claims received in local offices declined slightly more than 5 percent in March. Reductions of 30 percent or more occurred in Delaware, Florida, and Georgia. Arkansas, the District of Columbia, Minnesota, Mississippi, Missouri, Nevada, Texas, Washington, and Wyoming reported decreases of between 20 and 30 percent. Increases of more than 30 percent were reported by Alaska, Colorado, Hawaii, Maine, New Hampshire, Oregon, Rhode Island, and South Carolina. About 132,400 or 20.2 percent of all initial claims were filed in the 18 States where benefits became payable in January 1939.

The number of individuals receiving benefits in the week ended March 18 totaled approximately 816,000, representing an increase of almost 9 percent from the midweek of February. Sharp increases in the number of beneficiaries occurred in Alaska, Florida, Georgia, Hawaii, Kentucky, Missouri, New Jersey, Ohio, and Pennsylvania. Twenty States reported reductions in the number of workers receiving benefits, and of these only three were States in which benefits were first payable in January of this year. Decreases of 20 percent or more were reported by Connecticut, Indiana, Maine, Maryland, South Carolina, and

Chart I.—Distribution of number of benefits for total and partial unemployment, by amount of benefit check, January–March 1939<sup>1</sup>



<sup>1</sup> Distribution of benefits for total unemployment is based on data reported by 47 States and for partial, by 42 States.



**Table 1.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of Mar. 31, 1939**

[Data reported by State agencies,<sup>1</sup> corrected to Apr. 19, 1939]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of Mar. 31, 1939			Cumulative collections and interest as of Mar. 31, 1939			Benefits charged				Percent of—	
		Amount <sup>2</sup>	Percentage change from Feb. 28, 1939	Index <sup>3</sup>	Total collections and interest <sup>4</sup>	Collections <sup>5</sup>	Interest <sup>6</sup>	Cumulative total through Mar. 31, 1939 <sup>7</sup>	January-March 1939 <sup>8</sup>	March 1939		1939 benefits to 1939 contributions	Total benefits to cumulative collections and interest
										Amount	Percentage change from February		
<b>Total</b>		<b>\$1,082,625</b>	<b>-1.5</b>	<b>128.7</b>	<b>\$1,591,014</b>	<b>\$1,556,573</b>	<b>\$34,441</b>	<b>\$508,389</b>	<b>\$112,454</b>	<b>\$48,927</b>	<b>+41.6</b>	<b>56.0</b>	<b>22.8</b>
<b>States collecting quarterly, total</b>		<b>740,621</b>	<b>-3.0</b>	<b>127.8</b>	<b>1,065,163</b>	<b>1,042,146</b>	<b>23,017</b>	<b>324,542</b>	<b>74,276</b>	<b>31,061</b>	<b>+35.1</b>	<b>54.0</b>	<b>20.1</b>
Alabama <sup>1</sup>	January 1938	8,557	-3.2	96.8	17,802	17,461	341	9,245	1,117	388	+20.5	50.2	51.9
Alaska	January 1939	929	-3.2	105.0	999	982	17	70	70	41	+64.0	64.8	7.0
Arizona	January 1938	2,112	-5.9	104.9	4,444	4,367	77	2,332	430	159	+16.9	72.5	52.1
Arkansas	January 1939	5,902	-2.6	111.2	6,298	6,169	129	396	396	217	+34.0	41.5	4.1
California <sup>1</sup>	January 1938	119,179	-2.7	177.4	152,635	149,092	3,543	33,456	9,741	4,361	+57.7	47.3	21.9
Colorado	January 1939	9,519	-4.1	106.4	10,373	10,097	276	854	854	489	+54.7	62.2	8.2
Connecticut	January 1938	19,044	-2.3	124.4	33,013	32,379	634	13,969	1,715	599	-6.7	39.1	42.1
Delaware	January 1939	4,386	-1.2	112.0	4,602	4,513	89	216	216	98	+1.0	32.7	4.7
Florida	do.	11,511	-5	116.6	11,758	11,531	227	247	247	162	+88.4	13.5	2.1
Idaho	September 1938	2,602	-14.7	86.5	4,140	4,037	103	1,538	1,172	478	+16.0	115.0	37.1
Indiana	April 1938	24,466	-1.8	90.3	44,724	43,595	1,129	20,258	3,949	1,103	-19.1	72.9	45.1
Iowa	July 1938	11,380	-5.3	114.2	16,350	15,987	363	4,970	2,384	810	-7	105.8	30.4
Kansas	January 1939	10,981	-3.0	107.9	11,775	11,522	253	794	794	429	+32.8	52.0	6.7
Kentucky <sup>1</sup>	do.	21,165	-2.2	111.8	22,101	21,551	550	936	936	646	+122.8	30.8	4.2
Maine	January 1938	2,469	-11.5	65.7	8,071	7,946	125	5,602	1,067	349	-1.1	100.1	60.4
Maryland	do.	10,787	-4.2	119.1	22,761	22,404	357	11,974	1,830	573	-9.6	55.7	52.6
Massachusetts <sup>1</sup>	do.	56,841	-2.3	136.1	88,960	86,985	1,975	32,119	5,020	1,886	+15.6	51.2	36.1
Michigan	July 1938	40,316	-6.0	63.7	89,411	87,588	1,823	49,095	9,192	2,887	+8.8	79.5	54.9
Minnesota	January 1938	16,897	-8.4	141.7	28,213	27,693	520	11,316	3,155	1,474	+73.2	82.5	40.1
Missouri	January 1939	38,416	-1.1	112.9	39,550	38,813	737	1,134	1,134	716	+77.7	21.4	2.9
Nebraska	do.	7,735	-2.3	109.2	8,230	8,073	157	495	495	241	+9.0	44.9	6.0
Nevada	do.	1,627	-4.2	106.5	1,789	1,752	37	162	162	87	+29.9	64.8	9.1
New Jersey <sup>1</sup>	do.	74,671	-1.9	112.0	78,909	76,996	1,913	4,238	4,238	2,364	+46.6	35.9	5.4
New Mexico	December 1938	2,534	-5.1	103.1	2,882	2,808	74	348	338	161	+45.0	87.8	12.1
Ohio	January 1939	108,884	-1.7	111.2	113,111	110,164	2,947	4,227	4,227	2,719	+81.0	29.0	3.7
Oklahoma	December 1938	12,512	-4.1	99.0	14,141	13,743	398	1,629	1,557	639	+20.1	97.3	11.5
Pennsylvania	January 1938	78,525	-5.1	111.3	163,243	160,257	2,986	84,718	13,172	5,206	+69.5	63.7	51.9
Rhode Island <sup>1</sup>	do.	6,964	-4.6	87.7	17,427	17,123	304	10,463	1,169	412	-2.4	103.5	60.0
South Dakota	January 1939	2,162	-3.4	109.4	2,314	2,253	61	152	152	93	+57.6	46.9	6.6
Tennessee	January 1938	9,899	-3.0	127.3	17,176	16,854	322	7,277	1,132	401	+18.6	47.2	42.4
Utah	do.	2,418	-6.6	94.5	5,451	5,355	96	3,033	572	290	-4.3	77.8	55.6
Virginia	do.	12,803	-2.9	133.0	19,698	19,301	397	6,895	1,259	488	+23.5	46.0	35.0
Wyoming	January 1939	2,428	-6.2	101.1	2,812	2,755	57	384	384	185	+3.9	97.0	13.7
<b>States collecting monthly, total</b>		<b>342,004</b>	<b>+2.2</b>	<b>145.5</b>	<b>525,851</b>	<b>514,427</b>	<b>11,424</b>	<b>183,847</b>	<b>38,178</b>	<b>17,866</b>	<b>+54.4</b>	<b>60.3</b>	<b>28.0</b>
District of Columbia	January 1938	12,243	+4.2	207.7	14,423	14,052	371	2,180	507	186	+14.8	26.7	15.1
Georgia	January 1939	17,403	+3.5	112.3	17,949	17,604	345	546	546	340	+83.8	23.2	3.0
Hawaii	do.	3,646	+1.6	112.2	3,661	3,591	70	15	15	9	+50.0	3.8	.4
Louisiana <sup>1</sup>	January 1938	13,692	+1.5	178.9	19,515	19,102	413	5,825	1,816	655	+1.1	69.2	29.8
Mississippi	April 1938	3,479	+8	119.3	5,454	5,335	119	1,975	561	187	+1.6	83.4	36.2
New Hampshire	January 1938	4,787	+2.6	112.0	7,877	7,706	171	3,120	388	137	+19.1	30.3	36.6
New York	do.	149,675	+1.9	152.2	259,745	254,579	5,166	110,070	22,739	11,658	+79.2	69.8	42.4
North Carolina	do.	12,588	+3.8	133.7	22,305	21,894	411	9,717	1,501	525	+2	53.2	43.6
North Dakota	January 1939	2,003	-1	105.6	2,182	2,138	44	179	179	99	+43.5	65.6	8.2
Oregon	January 1938	6,122	-1.8	104.6	13,690	13,433	257	7,598	1,652	625	+20.2	99.6	55.3
South Carolina	July 1938	8,525	+2.0	136.0	9,695	9,440	255	1,170	575	238	+56.6	48.4	12.1
Texas	January 1938	35,956	+3.7	182.0	48,523	47,426	1,097	12,567	3,223	1,213	+31.3	52.1	25.9
Vermont	do.	2,246	+3.6	159.1	3,270	3,205	65	1,024	202	78	+20.0	51.3	31.3
Washington	January 1939	19,954	+1	105.6	21,734	21,291	443	1,780	1,780	1,035	+43.0	65.3	8.2
West Virginia	January 1938	8,707	+4.7	85.4	22,056	21,753	303	13,349	1,284	531	+28.3	47.0	60.5
Wisconsin	July 1936	41,008	+2.2	135.4	53,772	51,878	1,894	12,764	1,210	350	-5.9	30.1	23.7

<sup>1</sup> Interest earned on funds in State accounts in the unemployment trust fund is credited and reported by the U. S. Treasury in the last month of each quarter.

<sup>2</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

<sup>3</sup> For all States except Wisconsin, the index is based on funds available for benefits as of the end of the month prior to that in which benefits were first payable; the Wisconsin index is based on funds available as of Dec. 31, 1937.

<sup>4</sup> Includes refund of \$40,561,886 by Federal Government to 13 States, Alaska, and Hawaii, collected on pay rolls for year 1936 under title IX of the Social Security Act.

<sup>5</sup> Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York, in which the rate is 3 percent.

<sup>6</sup> Adjusted for voided benefit checks.

<sup>7</sup> Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island. Massachusetts has suspended employee contributions on wages earned during the months of July 1938 through June 1939.

<sup>8</sup> Oklahoma and Rhode Island changed to a quarterly collection basis as of Jan. 1, 1939.

Wisconsin. On the whole, however, the number of new claims authorized, initiating a series of benefit payments, exceeded the number of claimants who had temporarily or permanently exhausted their wage credits during the month. The number of exhaustions was approximately 19 percent greater than in the previous month. As expected, the number of claimants exhausting wage credits in the newer benefit-paying States increased sharply in March.

A slight increase in the number of initial and continued interstate claims was reported. Such claims represented sizable proportions of total initial claims received in local offices in Alaska, Arizona, Idaho, Nevada, New Mexico, and Wyoming.

The number of dispositions of new claims received during the period January-March is shown in table 5. Nearly 81 percent of the new claims received were allowed, indicating that the claimant had sufficient wage credits to be eligible for benefit payments provided he satisfied the waiting-period requirements of the State law. Insufficient wage credits was the chief reason for disallowances in most States and accounted for nearly 58 percent of the total new claims disallowed. A relatively large number of the claimants who were disallowed benefits in 13 States had not worked in covered employment, as indicated by the lack of wage records. The large proportion of disallowances for "other" reasons in Alaska and Oregon was attributable to the seasonality provisions of their laws, and, in Indiana, to failure to report during the waiting period—a reason for disallowance which is not usual in other States.

Distributions of the number of benefit payments for total and for partial unemployment according to size of check are presented in tables 8 and 9. These distributions are compiled from weekly samples of benefit checks issued in each month of the quarter ended March 1939. Both the distribution and the average weekly benefit payment for the country as a whole are subject to qualification because data from New York and North Carolina were lacking. The distribution is based only on checks for single weeks of unemployment and does not include final payments for less than the full weekly benefit amount, supplementary and adjustment checks, or checks covering more than 1 week of compensable unemployment. Previous tables have not excluded these irregular

payments. It should be recognized that these State distributions are affected by provisions of State laws governing the maximum and minimum weekly benefit payment.

Contributions deposited by State agencies in State clearing accounts in March totaled \$26.9 million as compared with more than \$100 million

Table 2.—Contributions deposited in State clearing accounts, by States, January-March 1939 and March 1939

[Data reported by State agencies, corrected to Apr. 18, 1939]

State	Contributions deposited <sup>1</sup>	
	January-March <sup>2</sup>	March
Total.....	\$220,262,329	\$26,895,877
States collecting quarterly, total.....	156,964,853	3,524,103
Alabama.....	2,223,178	56,207
Alaska.....	108,430	4,321
Arizona.....	593,014	14,400
Arkansas.....	954,842	25,482
California.....	20,598,161	295,148
Colorado.....	1,371,600	27,464
Connecticut.....	4,382,536	44,027
Delaware.....	661,485	17,528
Florida.....	1,822,562	35,738
Idaho.....	545,496	13,238
Illinois.....	18,605,265	223,687
Indiana <sup>3</sup> .....	5,414,642	495,071
Iowa.....	2,253,000	105,803
Kansas.....	1,528,077	18,871
Kentucky.....	3,040,855	47,435
Maine.....	1,065,993	13,452
Maryland.....	3,287,866	45,778
Massachusetts.....	9,795,713	212,968
Michigan.....	11,555,781	104,252
Minnesota.....	3,824,326	227,810
Missouri <sup>1</sup> .....	5,288,074	67,487
Montana.....	755,589	17,698
Nebraska.....	1,103,272	16,316
Nevada.....	250,446	5,902
New Jersey <sup>4</sup> .....	11,789,763	516,442
New Mexico.....	355,065	9,305
Ohio.....	14,591,114	145,480
Oklahoma.....	768,574	30,569
Pennsylvania.....	20,662,704	558,865
Rhode Island.....	1,129,266	32,813
South Dakota.....	324,369	5,009
Tennessee.....	2,398,327	35,673
Utah.....	734,715	14,261
Virginia.....	2,735,067	33,295
Wyoming.....	395,687	10,878
States collecting monthly, total.....	63,297,476	23,371,774
District of Columbia.....	1,899,592	605,964
Georgia.....	2,352,314	828,716
Hawaii <sup>4</sup> .....	390,419	44,146
Louisiana.....	2,626,024	779,858
Mississippi.....	673,486	195,166
New Hampshire.....	771,157	237,288
New York.....	32,580,554	13,574,551
North Carolina.....	2,823,879	919,062
North Dakota.....	272,732	86,633
Oregon.....	1,658,491	474,068
South Carolina.....	1,188,219	355,402
Texas.....	6,190,241	2,301,184
Vermont.....	303,909	144,857
Washington.....	2,727,198	935,936
West Virginia.....	2,731,793	879,822
Wisconsin.....	4,017,358	1,006,123

<sup>1</sup> Includes contributions plus penalties and interest collected from employers.

<sup>2</sup> Adjusted for refunds of contributions and for dishonored contribution checks.

<sup>3</sup> Some employers contribute monthly.

<sup>4</sup> Some employers contribute quarterly.

in February. In the quarter ended March 31, deposits amounted to \$220.3 million compared with \$200.2 million in the quarter ended December 31, 1938. Although this increase reflected mainly the increase in pay rolls which occurred in the last quarter of 1938, it also reflects contributions from

**Table 3.—Number of initial and continued claims<sup>1</sup> received in local offices, by States, March 1939**

[Data reported by State agencies, corrected to May 1, 1939]

State	Initial claims <sup>1</sup>		Continued claims <sup>1</sup>	
	Number	Percentage change from February	Number	Percentage change from February
Total.....	655,994	+5.1	4,905,975	+6.0
Alabama.....	6,420	+10.8	83,132	+4.9
Alaska.....	535	+141.0	4,202	+149.4
Arizona.....	2,177	-11.4	17,940	+6.0
Arkansas.....	6,304	-25.0	53,955	+17.2
California.....	61,864	-16.6	526,378	+11.4
Colorado.....	7,304	+36.1	57,156	+17.0
Connecticut.....	9,712	( <sup>5</sup> )	67,378	-14.6
Delaware.....	1,423	-34.4	13,511	+7.4
District of Columbia.....	1,895	-22.2	32,979	+7
Florida.....	5,577	-33.2	28,739	+40.3
Georgia.....	10,168	-31.6	81,395	+21.4
Hawaii.....	732	+37.6	1,616	+109.9
Idaho.....	3,637	+19.2	50,062	+5.5
Illinois.....	5,832	-14.2	141,280	-14.3
Indiana.....	7,891	-7.4	117,610	-4.4
Iowa.....	6,663	-12.8	60,709	+16.2
Kansas.....	13,388	-12.9	85,014	+21.5
Kentucky.....	9,208	-8.2	80,553	-8.2
Louisiana.....	12,296	+44.3	68,938	+7.8
Maine.....	14,734	( <sup>5</sup> )	93,247	-20.7
Maryland.....	36,484	+18.9	193,734	+8.7
Massachusetts.....	40,443	+5.1	224,949	+3.1
Minnesota.....	11,522	-20.3	175,727	+25.3
Mississippi.....	3,969	-29.1	38,886	-17.3
Missouri.....	11,228	-29.1	124,419	+7.0
Montana.....	5,445	+23.4	35,965	-6.4
Nebraska.....	858	-23.8	7,478	+1.3
Nevada.....	3,445	+64.0	26,153	+28.7
New Hampshire.....	24,448	-10.9	264,014	-2.0
New Jersey.....	2,412	+19.8	19,579	+95.0
New Mexico.....	93,584	-10.2	( <sup>7</sup> )	
New York.....	22,676	-16.1	130,790	-12.0
North Carolina.....	1,130	-11.5	13,969	+1.8
North Dakota.....	21,835	-17.6	418,388	+4.4
Ohio.....	10,068	-13.4	85,519	+6.0
Oklahoma.....	8,092	+33.2	73,234	-5.2
Oregon.....	56,169	+9.6	573,454	+26.1
Pennsylvania.....	16,748	+56.8	76,378	+7.9
Rhode Island.....	9,679	+44.9	68,030	+24.6
South Carolina.....	1,263	+25.2	13,803	+27.0
South Dakota.....	8,275	+1.8	97,556	+1.9
Tennessee.....	20,330	-20.7	178,489	-7.0
Texas.....	4,881	+7.5	25,240	-9.9
Utah.....	2,032	-6.8	11,630	+6.7
Vermont.....	11,295	+6.2	80,675	+18.0
Virginia.....	12,793	-20.5	93,000	+7.0
Washington.....	13,143	+5.0	83,175	+8.4
West Virginia.....	12,663	+9.6	81,037	+8.4
Wisconsin.....	1,324	-26.4	18,820	+51.4
Wyoming.....				

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> Excludes Maryland.

<sup>3</sup> Increase of less than 0.1 percent.

<sup>4</sup> Benefits not payable until July 1939.

<sup>5</sup> Not computed, since initial claims reported for February exclude additional claims.

<sup>6</sup> Relates to total unemployment only.

<sup>7</sup> Not reported.

<sup>8</sup> Excludes claims for waiting-period weeks.

<sup>9</sup> Includes total and part-total unemployment only.

delinquent employers to obtain the offset against the Federal collection due under title IX.

Funds available for benefits in the 49 benefit-paying jurisdictions declined 1.5 percent from February to March. This decrease was due entirely to the decline in contributions received in the group of States on a quarterly contribution basis, for which the third month of the quarter is the low point of collections. Benefits charged were about 9 times as much as the volume of deposits in these States, resulting in a 3.0-percent reduction in available funds. As a group, the States collecting on a monthly basis continued to show an increase in funds available, with deposits exceeding benefit charges by \$5.5 million. Notable increases in the latter group were reported by the District of Columbia, Georgia, North Carolina, Texas, Vermont, and West Virginia. Since the beginning of benefit payments, the District of Columbia has more than doubled the amount available for benefits, notwithstanding payments of close to \$2.2 million. Total funds available in the 49 benefit-paying jurisdictions aggregated almost \$1,083 million.

During March placements by the United States Employment Service totaled 254,000. There was a sharp increase in the number of placements in private enterprises. When adjusted for the number of working days in each month, the volume of placements represented a 17.5-percent increase over February.

### State Amendments

During April, several States enacted legislation amending their unemployment compensation laws. Some of these amendments made basic changes in the benefit structure.

**Colorado.**—An amendment approved April 3 excludes from employment that part of the services of an insurance agent which is compensated on a commission basis.

**Delaware.**—By an amendment approved April 7, the benefit formula is revised. The base period is reduced to a period consisting of the first four of the last five completed calendar quarters preceding the individual's benefit year, and the benefit year is redefined to begin with the first day of the week with respect to which an individual first files a valid claim for benefits. The weekly benefit rate is changed to an amount, computed



to the next higher 50 cents, equal to one twenty-fifth of the individual's highest quarterly earnings during his base period, with a maximum of \$15 and a minimum of \$5. The ratio of benefits to previous earnings remains at one-sixth. The waiting period is reduced to 2 weeks in the benefit year, and an earnings qualification of \$125 in the

base period is required. Individuals leaving work voluntarily or discharged for misconduct are disqualified for the week in which their unemployment began and the following 2 weeks, instead of from 1 to 5 weeks at the discretion of the Unemployment Compensation Commission. The period of disqualification for refusal of suitable work is

Table 4.—Number and amount of benefits paid, by type of unemployment <sup>1</sup> and by States, March 1939

[Data reported by State agencies, corrected to May 1, 1939]

State	Number of benefits				Amount of benefits			
	All payments		Types of unemployment <sup>1</sup>		All payments		Types of unemployment <sup>1</sup>	
	Number	Percentage change from February	Total	Partial <sup>2</sup>	Amount	Percentage change from February	Total	Partial <sup>3</sup>
Total.....	4,593,484	+34.2			\$48,861,101	+40.6		
Alabama.....	59,749	+19.9	46,046	13,628	388,202	+20.7	\$316,496	\$71,111
Alaska.....	3,737	+118.9	3,521	117	56,033	+120.6	54,061	1,227
Arizona.....	14,174	+16.8	13,622	552	158,879	+16.7	154,639	4,240
Arkansas.....	36,294	+44.3	27,188	8,248	227,758	+50.6	193,640	22,024
California.....	448,254	+52.5	381,912	39,446	4,361,058	+57.7	3,999,090	218,053
Colorado.....	49,244	+56.0	43,679	5,466	488,981	+54.7	452,796	35,185
Connecticut.....	60,920	-5.8	55,267	5,653	569,561	-8.1	567,425	29,438
Delaware.....	13,462	+6.0	12,750	665	97,639	+4.4	93,707	3,718
District of Columbia.....	21,804	+17.7	19,512	1,426	185,921	+15.1	173,074	9,110
Florida.....	23,239	+87.0	19,683	1,627	161,821	+89.2	147,065	8,577
Georgia.....	61,142	+89.6	56,617	4,525	340,435	+84.1	325,115	15,320
Hawaii.....	1,528	+125.4	1,475	53	13,557	+130.5	13,264	293
Idaho.....	43,999	+19.7	( <sup>4</sup> )	( <sup>5</sup> )	477,642	+16.0	( <sup>6</sup> )	( <sup>7</sup> )
Illinois.....								
Indiana.....	112,405	-17.1	89,953	22,422	1,102,920	-19.2	971,942	130,978
Iowa.....	96,406	+2.6	87,055	9,062	810,088	+8.8	749,898	57,192
Kansas.....	43,593	+34.1	35,746	7,847	428,794	+32.9	382,056	46,738
Kentucky.....	76,786	+132.5	75,917	750	646,032	+124.2	640,216	4,963
Louisiana.....	81,578	+9.9	69,211	8,239	654,979	+1.0	582,276	51,743
Maine.....	44,309	-1.1	33,245	9,731	357,766	+1.6	300,766	50,100
Maryland.....	63,800	-11.7	44,979	7,707	572,967	-9.6	426,680	46,067
Massachusetts.....	180,509	+16.4	179,949	( <sup>8</sup> )	1,886,148	+15.7	1,878,226	( <sup>9</sup> )
Michigan.....	222,932	+7.3	210,002	12,930	2,882,215	+8.6	2,614,169	268,046
Minnesota.....	113,331	+57.6	100,185	9,746	1,472,782	+73.2	1,312,249	63,330
Mississippi.....	35,431	+5.5	34,907	259	186,539	+1.3	184,412	1,436
Missouri.....	86,838	+74.6	80,287	6,547	716,404	+78.0	681,778	34,608
Montana.....								
Nebraska.....	28,244	+8.6	28,244	( <sup>10</sup> )	240,996	+8.8	240,996	( <sup>11</sup> )
Nevada.....	6,422	+28.6	5,664	751	75,077	+18.8	68,620	6,382
New Hampshire.....	15,490	+12.5	12,679	2,790	136,753	+18.9	122,532	14,075
New Jersey.....	245,109	+47.6	244,815	( <sup>12</sup> )	2,363,759	+46.5	2,360,922	( <sup>13</sup> )
New Mexico.....	16,457	+44.1	15,218	1,239	160,483	+44.8	152,395	8,088
New York.....	700,265	+54.4	700,265	( <sup>14</sup> )	11,658,327	+79.2	11,658,327	( <sup>15</sup> )
North Carolina.....	76,584	-7.9	( <sup>16</sup> )	( <sup>17</sup> )	511,508	-2.3	( <sup>18</sup> )	( <sup>19</sup> )
North Dakota.....	11,305	+48.3	10,405	852	98,700	+42.9	92,829	5,610
Ohio.....	288,693	+84.0	258,092	23,673	2,722,762	+81.1	2,570,287	114,356
Oklahoma.....	64,882	+20.4	57,741	7,141	639,003	+20.2	590,227	48,776
Oregon.....	57,248	+21.6	51,145	5,908	625,549	+20.3	586,953	37,158
Pennsylvania.....	491,705	+70.1	425,767	( <sup>20</sup> )	5,206,032	+69.6	4,864,516	( <sup>21</sup> )
Rhode Island.....	48,905	+1.8	40,259	8,646	416,106	-1.5	373,705	42,401
South Carolina.....	45,350	+44.9	23,827	21,507	237,607	+56.7	144,489	93,070
South Dakota.....	9,933	+60.6	8,945	908	92,526	+55.9	86,511	5,939
Tennessee.....	62,815	+18.2	54,312	5,191	400,924	+18.8	365,622	24,408
Texas.....	133,949	+22.1	120,634	13,100	1,179,039	+22.1	1,098,982	78,878
Utah.....	20,631	-4.9	19,785	846	199,885	-4.2	193,089	6,796
Vermont.....	8,198	+22.4	7,227	971	77,929	+19.2	72,162	5,767
Virginia.....	66,807	+23.8	56,459	6,661	487,892	+23.7	444,567	31,176
Washington.....	88,304	+17.9	70,025	18,279	975,506	+11.0	863,323	112,183
West Virginia.....	55,674	+27.1	46,797	7,688	531,243	+28.2	480,814	44,912
Wisconsin.....	40,912	-4.1	36,248	4,664	363,433	-6.3	338,356	25,077
Wyoming.....	14,138	+11.8	12,413	1,725	184,941	+4.1	162,378	22,563

<sup>1</sup> For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33.

<sup>2</sup> In most cases monthly figures are estimated from reports for week ended Mar. 18.

<sup>3</sup> Includes payments for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Nebraska, New Jersey, New York, and Pennsylvania. All the above, except Mississippi, have no provision for payments for less than the full weekly benefit amount for total unemployment, i. e.,

"part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until July 1, 1939.

<sup>4</sup> Includes irregular benefits.

<sup>5</sup> Not reported.

<sup>6</sup> Benefits not payable until July 1939.

<sup>7</sup> Issued for 92,482 pay orders.

<sup>8</sup> Includes benefits for part-total unemployment.

<sup>9</sup> Issued for 68,737 compensable weeks.

set as the week of such refusal and the 7 following weeks. The disqualification for receipt of wages in lieu of notice and of workmen's compensation is deleted, and a disqualification for receipt of

**Table 5.—Number of new claims disposed of,<sup>1</sup> percent allowed and disallowed by initial authority, and percentage distribution of disallowed claims on first determination by reason of disallowance, by States, January-March 1939**

[Data reported by State agencies, corrected to May 1, 1939]

State	New claims		Percent of disallowed on first determination			
	Number	Percent		No wage record	Insufficient wage credits	Other
		Allowed	Disallowed			
Total.....	1,927,349	80.9	19.1	35.7	57.7	6.6
Alabama.....	14,831	82.4	17.6	9.0	91.0	0
Alaska.....	3,293	39.5	60.5	10.5	23.1	66.4
Arizona.....	6,217	76.5	23.5	14.2	76.1	9.7
Arkansas.....	31,615	75.0	25.0	46.4	53.6	0
California.....	148,354	85.4	14.6	32.1	64.5	3.4
Colorado.....	30,769	71.0	29.0	28.0	68.8	3.2
Connecticut <sup>1</sup> .....	15,188	89.2	10.8	23.9	72.8	3.3
Delaware.....	10,645	73.2	26.8	43.6	53.3	3.1
District of Columbia.....	7,981	82.6	17.4	( <sup>2</sup> )	( <sup>2</sup> )	0
Florida.....	24,571	80.3	19.7	72.0	28.0	( <sup>3</sup> )
Georgia.....	44,862	75.3	24.7	41.2	58.4	.4
Hawaii.....	1,772	82.1	17.9	32.4	43.8	23.8
Idaho.....	11,514	79.6	20.4	14.2	85.8	0
Illinois <sup>1</sup> .....	36,764	76.0	24.0	1.2	31.6	67.2
Indiana.....	39,732	78.7	21.3	35.6	55.7	8.7
Iowa.....	34,889	74.9	25.1	25.9	72.5	1.6
Kansas.....	55,761	62.7	37.3	20.7	79.3	0
Kentucky.....	25,800	67.5	32.5	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Louisiana.....	16,832	74.6	25.4	14.3	85.6	.1
Maine.....	29,512	75.3	24.7	19.1	73.3	7.6
Maryland.....	26,618	89.3	10.7	13.3	76.7	10.0
Massachusetts <sup>1</sup> .....	86,301	75.8	24.2	37.9	61.2	.9
Minnesota.....	52,900	86.3	13.7	.1	99.3	.6
Mississippi.....	13,953	74.7	25.3	29.0	56.6	14.4
Missouri.....	72,624	82.3	17.7	98.0	.1	1.9
Montana <sup>1</sup> .....	24,607	73.4	26.6	54.4	44.5	1.1
Nebraska.....	5,163	74.5	25.5	37.9	62.1	0
Nevada.....	6,795	78.9	21.1	22.1	77.3	.6
New Hampshire.....	123,227	92.3	7.7	49.3	48.8	1.9
New Jersey.....	9,046	64.0	36.0	26.7	73.2	.1
New Mexico.....	184,204	72.0	28.0	42.5	48.8	8.7
New York.....	7,397	82.0	18.0	67.9	24.8	7.3
North Carolina <sup>1</sup> .....	179,497	85.0	15.0	16.1	77.7	6.2
Ohio.....	38,299	71.8	28.2	53.3	43.4	3.3
Oklahoma.....	30,142	84.9	15.1	21.2	43.5	35.3
Oregon.....	194,921	92.9	7.1	30.9	69.1	0
Pennsylvania.....	13,418	91.2	8.8	22.8	72.8	4.4
Rhode Island.....	29,977	88.1	11.9	5.2	94.8	0
South Carolina.....	5,767	75.9	24.1	22.2	77.5	.3
South Dakota.....	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	55.2	44.7	.1
Tennessee.....	22,165	66.1	33.9	50.9	40.9	8.2
Texas <sup>1</sup> .....	8,513	80.9	19.1	9.2	90.7	1.1
Utah.....	4,477	81.4	18.6	37.4	62.6	0
Vermont.....	27,500	82.4	17.6	31.2	68.2	2.6
Virginia.....	79,845	71.1	28.9	49.1	40.2	10.7
Washington.....	49,154	85.9	14.1	11.9	88.1	1.0
West Virginia.....	29,341	95.7	4.3	0	0	100.0
Wisconsin <sup>1</sup> .....	10,196	77.4	22.6	25.4	71.7	2.9
Wyoming.....						

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> Excludes January.

<sup>3</sup> Data not reported.

<sup>4</sup> Less than 0.1 percent.

<sup>5</sup> Benefits not payable until July 1939.

<sup>6</sup> March only.

<sup>7</sup> Total and part-total unemployment only.

**Table 6.—Number of individuals receiving benefits during week ended Mar. 18, number of new claims authorized and of claimants exhausting wage credits during March 1939, by States**

[Data reported by State agencies, corrected to May 1, 1939]

State	Individuals receiving benefits during week ended Mar. 18		New claims authorized during March <sup>1</sup>	Claimants exhausting wage credits during March
	Number	Percentage change from week ended Feb. 18		
Total.....	815,659	+8.9	462,137	400,255
Alabama.....	9,679	-17.3	4,061	4,382
Alaska.....	932	+144.0	325	16
Arizona.....	2,837	-1	1,385	1,324
Arkansas.....	6,196	-2.1	5,660	3,683
California.....	85,702	+19.4	56,157	26,640
Colorado.....	10,440	+31.9	3,772	1,608
Connecticut.....	11,137	-27.8	5,900	6,305
Delaware.....	2,930	-8.5	1,699	1,453
District of Columbia.....	4,738	-11.5	3,593	1,149
Florida.....	5,363	+121.8	4,044	1,689
Georgia.....	12,029	+54.6	9,387	3,867
Hawaii.....	304	+68.0	316	61
Idaho.....	8,399	-11.6	( <sup>2</sup> )	2,384
Illinois <sup>1</sup> .....	22,535	-38.6	6,003	10,890
Indiana.....	19,491	-8.6	6,281	7,764
Iowa.....	10,411	+12.5	4,772	3,973
Kansas.....	16,215	+84.1	11,130	746
Kentucky.....	16,632	-12.2	7,049	4,127
Louisiana.....	7,590	-34.7	3,722	4,116
Maine.....	13,036	-30.3	6,874	7,301
Maryland.....	26,833	-13.4	18,770	25,823
Massachusetts.....	41,300	-5.6	18,270	20,304
Minnesota.....	20,406	+34.5	13,774	9,652
Mississippi.....	7,162	-16.1	2,494	3,324
Missouri.....	16,769	+53.2	12,205	8,532
Montana <sup>1</sup> .....	5,505	+1.0	3,353	3,505
Nebraska.....	1,444	+6.6	795	660
Nevada.....	3,250	-2.5	1,602	984
New Hampshire.....	52,746	+41.9	22,431	19,468
New Jersey.....	3,357	+21.4	1,407	500
New Mexico.....	96,682	-6.8	51,183	105,534
New York.....	2,299	+35.9	1,341	1,374
North Carolina <sup>1</sup> .....	66,632	+90.7	25,770	( <sup>2</sup> )
North Dakota.....	12,721	+1.8	7,069	5,653
Ohio.....	8,489	+21.0	8,265	4,267
Oklahoma.....	71,865	+46.4	61,955	45,840
Oregon.....	10,773	+6.2	4,646	3,500
Pennsylvania.....	4,188	-22.8	7,192	2,187
Rhode Island.....	2,160	+35.8	758	410
South Carolina.....	11,708	+9.2	6,023	5,496
South Dakota.....	25,853	+4.9	10,181	10,340
Tennessee.....	5,246	+9.2	2,002	2,049
Texas.....	1,631	+12.6	882	535
Utah.....	11,915	+4.9	7,256	5,155
Vermont.....	17,847	-9.0	9,997	8,642
Virginia.....	9,672	+19.2	6,798	5,510
Washington.....	7,544	-20.4	11,921	5,933
West Virginia.....	3,066	+9.4	1,637	2,192
Wisconsin.....				
Wyoming.....				

<sup>1</sup> For definitions, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> Data not reported.

<sup>3</sup> Benefits not payable until July 1939.

unemployment compensation under another State or Federal law is included. Railroad unemployment insurance transition provisions were added in a law approved April 14.

**Maine.**—An amendment approved April 5 establishes a table of weekly benefit amounts based on total base-period earnings and ranging, by 50-

cent intervals, from \$3 to \$15. A uniform calendar-year base period and benefit year, beginning April 1, are established. The minimum qualifying base-period earnings are set at \$144. Partial benefits, payable when wages fall below the weekly benefit amount, are reduced by a specified amount fixed in relation to total weekly earnings. A uniform maximum duration of benefits is set at 16 weeks, but the Commission may reduce it to 10 weeks if the fund is imperiled. If the fund permits, the Commission may increase weekly benefit amounts by as much as 20 percent, with a maximum of \$18. The waiting period is reduced to 2 weeks of total unemployment with 2 weeks of partial unemployment equal to 1 week of total unemployment in a benefit year. An amendment approved March 25 provides that maximum benefits shall be reduced by 1 week's benefit amount for each week of disqualification imposed on the individual for voluntary leaving, discharge for misconduct, or failure to accept or apply for suitable work.

By an amendment approved April 20, the act is revised to conform to the provisions of the Railroad Unemployment Insurance Act.

**Rhode Island.**—A bill approved April 15, establishes a uniform calendar-year base period and a uniform benefit year, beginning April 1, and provides, by a table in the law, for weekly benefit amounts ranging from \$6 to \$16 based on high-quarter wages. Maximum total benefit amounts from \$30.25 to \$324, based on base-period wages, are also fixed by table and weighted in favor of lower wage groups. Partial benefits are changed to equal the difference between wages in excess of \$3 and the weekly benefit amount. A flat wage qualification of \$100 earned during the base period replaces the requirement of earnings equal to 16 times the weekly benefit amount. The waiting period is reduced to 2 weeks of total, 3 weeks of partial, or 1 week of total and 2 of partial unemployment within the benefit year. Claims procedure is clarified. Employing units within the State are required to report all contracts for work for out-of-State employing units. The law is also revised to conform to the provisions of the Railroad Unemployment Insurance Act.

**Vermont.**—An amendment approved April 11 substitutes an employer-reserve fund with a pooled account in place of employer election of a pooled or reserve account. Four-fifths of em-

**Table 7.—Number of initial and continued out-of-State claims<sup>1</sup> received as liable<sup>2</sup> State, by States, March 1939**

[Data reported by State agencies, corrected to May 1, 1939]

State	Out-of-State claims received as liable State			
	Initial		Continued	
	Number	Percent of initial claims received in local offices	Number	Percent of continued claims received in local offices
Total.....	28,050	4.4	200,826	4.2
Alabama.....	418	6.5	3,292	4.0
Alaska.....	192	35.9	1,791	42.6
Arizona.....	617	28.3	4,237	23.6
Arkansas.....	382	6.1	3,018	5.6
California.....	2,212	3.6	23,724	4.5
Colorado.....	668	9.1	4,437	7.8
Connecticut.....	765	7.9	4,476	6.6
Delaware.....	154	10.8	1,371	10.1
District of Columbia <sup>3</sup> .....				
Florida.....	521	9.3	2,873	10.0
Georgia.....	301	3.0	1,408	1.7
Hawaii.....	29	4.0	69	4.3
Idaho.....	658	18.1	5,976	11.9
Illinois <sup>4</sup> .....				
Indiana.....	517	8.9	3,930	2.8
Iowa.....	511	6.5	4,534	3.9
Kansas.....	775	11.6	3,354	5.5
Kentucky.....	395	3.0	6,477	7.6
Louisiana.....	529	5.7	5,229	6.0
Maine.....	318	2.6	1,915	2.8
Maryland.....	442	3.0	4,166	4.5
Massachusetts.....	644	1.8	4,190	2.2
Michigan.....	1,745	4.3	16,279	7.2
Minnesota.....	555	4.8	4,191	2.4
Mississippi.....	373	9.4	2,281	5.9
Missouri.....	699	6.2	4,464	3.6
Montana <sup>4</sup> .....				
Nebraska.....	360	6.6	2,570	7.1
Nevada.....	289	33.7	1,455	19.5
New Hampshire.....	343	10.0	2,313	8.8
New Jersey.....	706	2.9	6,268	2.4
New Mexico.....	459	19.0	3,644	18.6
New York.....	2,100	2.2	( <sup>5</sup> )	
North Carolina.....	561	2.5	3,788	2.9
North Dakota.....	79	7.0	909	6.5
Ohio.....	1,058	4.8	8,464	2.0
Oklahoma.....	1,089	10.8	4,719	8.5
Oregon.....	579	7.2	6,540	8.9
Pennsylvania.....	1,029	1.8	7,916	1.4
Rhode Island.....	274	1.6	2,045	2.7
South Carolina.....	52	.5	506	.7
South Dakota.....	120	9.5	1,004	7.2
Tennessee.....	495	6.0	3,745	3.8
Texas.....	1,470	7.2	11,482	6.4
Utah.....	406	8.3	1,688	6.7
Vermont.....	162	8.0	784	6.7
Virginia.....	653	5.8	3,245	4.1
Washington.....	729	5.7	6,331	( <sup>5</sup> )
West Virginia <sup>4</sup> .....				
Wisconsin.....	244	1.9	876	1.5
Wyoming.....	373	28.2	2,846	15.1

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> The liable State is one to which a claim has been forwarded by agent State for disposition.

<sup>3</sup> Not a signatory to interstate agreement; hence accepts no out-of-State claims as liable State.

<sup>4</sup> Benefits not payable until July 1939.

<sup>5</sup> Not reported.

<sup>6</sup> Not computed since continued claims for waiting-period weeks were not reported.

<sup>7</sup> Represents percentage of initial and continued claims received for total and part-total unemployment only.

ployers' 1936, 1937, and 1938 contributions and all contributions over 0.54 percent of pay rolls thereafter are to be credited to the employer-reserve accounts. An amendment approved April



13 provides coverage of all employing units having individuals in employment within the State subject to the Federal tax under title IX and establishes a wage qualification for benefits of 25 times the weekly benefit amount earned during the base period. The base period is reduced to the first four of the last five quarters preceding the benefit year, and the duration of benefits is correspond-

ingly changed to one-third (instead of one-sixth) of the individual's base-period wages. Partial benefits are to be payable when wages fall below the weekly benefit amount and are to equal the difference between such amount and any earnings in excess of \$3 during the week. Revisions are made to conform with the provisions of the Railroad Unemployment Insurance Act. An amend-

**Table 8.—Average benefit and percentage distribution of number of benefits for total unemployment,<sup>1</sup> by amount of benefit check and by States, January-March 1939<sup>2</sup>**

[Data reported by State agencies, corrected to May 2, 1939]

State	Average weekly benefit	Percentage distribution of number of benefits in amounts of—								
		Less than \$2.00	\$2.00 to \$3.99	\$4.00 to \$5.99	\$6.00 to \$7.99	\$8.00 to \$9.99	\$10.00 to \$11.99	\$12.00 to \$13.99	\$14.00 to \$15.99	\$16.00 and over
<b>Total</b>	<b>\$10.15</b>	<b>0.6</b>	<b>2.5</b>	<b>11.7</b>	<b>18.5</b>	<b>16.1</b>	<b>13.4</b>	<b>10.9</b>	<b>21.8</b>	<b>4.5</b>
Alabama	6.93	1.0	12.8	25.3	27.3	13.0	7.1	4.3	9.2	( <sup>3</sup> )
Alaska	15.10		.1	.9	1.8	2.7	2.0	3.0	3.4	86.1
Arizona	11.51	.2	.9	2.7	12.2	13.1	17.4	15.0	38.5	
Arkansas	6.66	5.0	9.1	40.1	20.5	9.0	5.0	4.7	6.6	
California	10.44	( <sup>4</sup> )	( <sup>5</sup> )	( <sup>6</sup> )	32.1	18.4	14.9	11.1	23.5	
Colorado	10.33	1.0	2.2	11.2	15.3	17.1	14.8	11.4	27.0	
Connecticut	10.28	.4	1.3	2.2	23.1	18.2	15.3	12.0	27.5	
Delaware	7.59	( <sup>4</sup> )	( <sup>5</sup> )	43.8	15.9	12.5	10.4	5.0	12.4	
District of Columbia	9.05	.2	4.3	19.2	21.6	16.2	10.7	7.0	20.8	
Florida	7.38	3.0	8.6	35.2	19.2	12.1	6.8	4.4	10.7	
Georgia	5.72	7.5	16.7	40.8	15.6	7.7	4.2	2.6	4.9	
Hawaii	8.79	( <sup>4</sup> )	( <sup>5</sup> )	19.4	18.0	28.9	21.6	5.3	6.8	
Idaho	( <sup>4</sup> )	.8	2.1	9.1	9.3	11.2	12.8	14.6	40.1	
Illinois										
Indiana	10.93	( <sup>4</sup> )	.2	2.9	10.7	17.1	17.9	15.0	36.2	
Iowa	8.80	1.2	2.7	21.1	17.9	17.6	14.3	9.6	15.6	
Kansas	10.35	.6	1.5	10.6	11.7	14.8	14.7	13.3	32.8	
Kentucky	8.58	( <sup>4</sup> )	( <sup>5</sup> )	28.0	20.9	17.1	13.5	8.8	11.7	
Louisiana	8.40	.6	1.0	35.6	20.4	13.1	8.1	5.8	4.4	11.0
Maine	8.94	1.1	3.0	16.5	22.9	22.1	13.7	8.4	12.3	
Maryland	9.53		( <sup>5</sup> )	20.1	19.2	17.3	13.2	9.5	20.7	
Massachusetts	10.50	( <sup>4</sup> )	( <sup>5</sup> )	7.2	14.8	20.6	16.2	11.4	29.8	
Michigan	12.80	( <sup>4</sup> )	.1	.4	8.9	11.2	12.8	12.6	12.0	42.0
Minnesota	12.51	( <sup>4</sup> )	.4	1.7	23.6	16.6	14.4	13.9	29.4	
Mississippi	5.27	9.4	28.7	28.2	16.3	7.0	3.4	2.1	4.9	
Missouri	8.47	3.1	5.6	21.6	17.2	15.3	11.7	8.5	17.0	
Montana										
Nebraska	8.53		3.8	20.3	18.5	21.0	14.1	8.6	13.7	
Nevada	12.61	.5	1.1	1.6	5.6	8.4	14.3	13.9	54.6	
New Hampshire	9.36		.3	10.2	20.0	22.2	17.3	12.2	17.8	
New Jersey	9.72	( <sup>4</sup> )	( <sup>5</sup> )	19.3	16.5	15.3	13.1	10.8	25.0	
New Mexico	9.86		2.4	15.5	18.1	16.4	13.0	9.5	25.1	
New York										
North Carolina										
North Dakota	9.05	1.2	3.2	16.4	18.8	17.8	15.2	8.5	18.9	
Ohio	9.98	.3	2.6	9.1	17.4	20.4	18.5	13.1	18.6	
Oklahoma	10.26	1.0	2.8	3.9	5.6	32.8	12.6	10.6	30.7	
Oregon	11.72	.6	1.0	1.2	11.0	11.4	13.9	18.5	42.4	
Pennsylvania	11.22	( <sup>4</sup> )	( <sup>5</sup> )	( <sup>6</sup> )	20.9	13.4	13.9	15.1	36.7	
Rhode Island	9.47	.6	3.5	5.6	30.2	19.8	13.2	8.9	18.2	
South Carolina	5.98	.4	5.2	57.1	21.3	6.8	3.8	2.5	2.9	
South Dakota	9.68	.2	1.9	13.9	16.9	20.2	17.8	9.8	19.3	
Tennessee	6.71	.2	11.9	36.4	23.4	11.8	5.9	3.8	6.6	
Texas	9.08	.5	1.0	25.9	18.8	13.8	9.9	7.1	23.0	
Utah	9.83	1.2	4.0	6.2	22.0	16.7	13.9	11.2	24.8	
Vermont	10.22	.5	1.9	8.3	16.1	23.0	15.3	11.5	23.4	
Virginia	7.73	.2	14.8	19.1	27.7	14.9	7.2	8.7	10.4	
Washington	12.33	( <sup>4</sup> )	.9	1.5	10.1	10.4	11.7	22.5	42.9	
West Virginia	10.35	( <sup>4</sup> )	1.4	9.2	14.1	16.4	18.2	15.2	25.5	
Wisconsin	9.49	.1	2.4	6.1	11.7	20.8	27.7	12.4	18.8	
Wyoming	13.76	.3	.6	1.1	5.9	6.1	9.1	17.1	13.3	46.5

<sup>1</sup> For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33.

<sup>2</sup> For the 18 States in which benefits became payable in January 1939, few payments were made in that month because of waiting-period requirements. The distributions for these States, therefore, represent benefits for February and March only.

<sup>3</sup> Less than 0.1 percent.

<sup>4</sup> Minimum payments are provided by State law as follows: Indiana and

Virginia, \$3; Kentucky, \$4; Delaware, Hawaii, Massachusetts, and New Jersey, \$5; California and Pennsylvania, \$7; Virginia, however, reported a few payments of less than \$3.

<sup>5</sup> Not reported.

<sup>6</sup> Benefits not payable until July 1939.

<sup>7</sup> Benefits for part-total unemployment included with benefits for total unemployment.

<sup>8</sup> Includes February and March only.

ment approved April 14 provides for coverage of Federal instrumentalities as permitted by Congress. The disqualifications for voluntary leaving and discharge for misconduct are changed to the week of occurrence and for the 6 weeks immediately following the waiting period in the Commission's discretion, and apply only to the individual's most recent employment. However, a 6-week disqualification may also be imposed in

one benefit year before the individual can receive benefits from the account of an employer prior to his last employer, if he left such prior employer voluntarily or was discharged by him for misconduct; but no individual is to suffer a further penalty for the same voluntary leaving or discharge in a subsequent benefit year. Contributions are made payable respecting wages paid instead of wages payable.

Table 9.—Average benefit and percentage distribution of number of benefits for partial unemployment,<sup>1</sup> by amount of benefit check and by States, January-March 1939<sup>2</sup>

[Data reported by State agencies, corrected to May 2, 1939]

State	Average weekly benefit	Percentage distribution of number of benefits in amounts of—								
		Less than \$2.00	\$2.00 to \$3.99	\$4.00 to \$5.99	\$6.00 to \$7.99	\$8.00 to \$9.99	\$10.00 to \$11.99	\$12.00 to \$13.99	\$14.00 to \$15.99	\$16.00 and over
Total.....	\$5.63	10.2	25.5	24.1	17.2	10.8	6.9	3.7	1.5	0.1
Alabama.....	5.60	14.3	24.1	21.4	17.9	9.9	5.6	2.7	4.1	(7)
Alaska <sup>1</sup> .....	9.42	4.5	2.3	11.4	9.1	9.1	13.6	20.5	29.5	.....
Arizona.....	7.71	4	11.5	16.0	20.2	24.3	13.8	11.0	2.8	.....
Arkansas <sup>1</sup> .....	4.19	20.4	35.4	23.1	10.4	6.0	2.9	1.2	.6	.....
California.....	5.45	12.8	23.1	26.2	16.8	10.2	6.0	3.7	1.2	.....
Colorado <sup>1</sup> .....	6.57	7.8	17.0	23.0	20.1	14.3	9.5	6.7	1.6	.....
Connecticut.....	5.84	.....	29.6	27.9	21.2	11.0	6.6	3.2	.5	.....
Delaware <sup>1</sup> .....	5.56	3.0	31.6	29.8	16.2	9.9	4.4	4.4	.7	.....
District of Columbia.....	6.16	11.2	15.7	22.9	20.6	13.4	9.1	4.1	3.0	.....
Florida <sup>1</sup> .....	4.61	14.4	33.6	23.9	16.1	4.8	4.1	2.4	.7	.....
Georgia <sup>1</sup> .....	3.55	29.4	39.6	16.9	7.4	3.4	2.4	.6	.3	.....
Hawaii <sup>1</sup> .....	4.95	10.0	30.0	30.0	15.0	10.0	5.0	.....	.....	.....
Idaho.....	(4)	5.2	9.4	13.8	12.6	15.7	15.5	11.4	13.8	2.6
Illinois <sup>1</sup> .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Indiana.....	5.75	8.3	22.0	21.8	17.9	14.0	10.1	4.7	1.2	.....
Iowa.....	6.48	5.4	20.8	23.1	19.6	14.1	8.7	5.7	2.6	.....
Kansas <sup>1</sup> .....	7.12	11.8	19.8	19.1	16.8	13.6	10.5	6.6	1.8	.....
Kentucky <sup>1</sup> .....	6.33	5.7	18.0	22.8	15.4	17.1	10.5	8.3	2.2	.....
Louisiana.....	6.70	.4	21.3	32.9	20.4	11.9	6.8	4.1	1.4	.8
Maine.....	5.20	.....	34.3	30.2	17.8	10.3	4.8	2.2	.4	.....
Maryland.....	5.96	.2	33.7	26.7	16.3	11.2	7.4	2.4	.7	1.4
Massachusetts.....	(1)	.....	.....	.....	.....	.....	.....	.....	.....	.....
Michigan.....	(4)	.....	.....	.....	.....	.....	.....	.....	.....	.....
Minnesota.....	7.33	12.4	21.4	23.8	16.6	13.2	8.5	3.9	.2	.....
Mississippi.....	4.70	21.8	21.2	29.9	12.5	7.6	2.7	2.7	1.6	.....
Missouri <sup>1</sup> .....	5.07	15.0	24.6	21.8	17.4	9.0	7.6	4.0	.6	.....
Montana <sup>1</sup> .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Nebraska <sup>1</sup> .....	(1)	.....	.....	.....	.....	.....	.....	.....	.....	.....
Nevada <sup>1</sup> .....	9.81	.8	10.5	16.2	13.0	15.4	13.4	17.8	9.7	3.2
New Hampshire.....	4.98	12.0	28.4	23.3	15.8	9.9	5.8	2.5	1.8	.5
New Jersey <sup>1</sup> .....	(1)	.....	.....	.....	.....	.....	.....	.....	.....	.....
New Mexico.....	6.60	10.7	16.3	19.6	19.9	11.6	11.4	8.9	1.6	.....
New York <sup>1</sup> .....	(1)	.....	.....	.....	.....	.....	.....	.....	.....	.....
North Carolina <sup>1</sup> .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
North Dakota <sup>1</sup> .....	6.79	4.7	15.5	23.6	24.8	12.8	10.9	5.8	1.9	.....
Ohio <sup>1</sup> .....	4.93	13.2	29.3	23.1	19.5	10.6	2.4	1.9	.....	.....
Oklahoma.....	6.96	7.2	12.3	18.1	22.6	16.0	11.2	8.8	3.8	.....
Oregon.....	6.39	8.2	19.1	25.3	18.2	14.8	11.1	4.8	.5	.....
Pennsylvania.....	(1)	.....	.....	.....	.....	.....	.....	.....	.....	.....
Rhode Island.....	4.83	18.6	26.7	23.9	16.8	7.7	4.9	1.7	.6	.1
South Carolina.....	4.24	22.7	22.4	31.4	15.3	4.6	2.0	1.0	.6	.....
South Dakota <sup>1</sup> .....	6.26	10.6	15.2	25.2	20.9	11.6	11.9	3.3	1.3	.....
Tennessee.....	4.41	1.6	51.0	27.1	11.4	5.0	2.5	1.1	.3	.....
Texas.....	6.01	.3	32.0	24.4	16.5	12.6	9.0	5.1	.1	.....
Utah <sup>1</sup> .....	7.63	7.5	13.9	17.3	21.2	11.1	0.6	8.7	13.7	.....
Vermont.....	5.86	12.3	20.2	23.0	18.7	12.4	6.8	8.6	1.6	.....
Virginia.....	4.56	7.9	44.1	26.5	11.0	5.8	3.4	1.1	.2	.....
Washington <sup>1</sup> .....	6.28	10.8	19.0	20.8	16.8	14.9	10.2	6.1	1.4	.....
West Virginia <sup>1</sup> .....	5.61	1.2	29.1	26.0	19.3	12.8	9.0	2.4	.2	.....
Wisconsin.....	5.25	7.3	35.4	17.4	21.9	6.6	7.7	1.6	2.1	.....
Wyoming <sup>1</sup> .....	12.07	2.9	11.2	10.2	12.1	17.1	14.1	12.7	11.2	8.5

<sup>1</sup> For definition of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33. Includes payments for part-total unemployment, except where otherwise noted. The following States have no provisions in their laws for payments for partial unemployment: Massachusetts, Mississippi, Nebraska, New Jersey, New York, and Pennsylvania. All the above, with the exception of Mississippi, have no provisions for payments for less than the full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which makes payments for part-total unemployment, the provision for payments for partial unemployment is not effective until July 1, 1939.

<sup>2</sup> For the 18 States in which benefits became payable in January 1939, few payments were made in that month because of waiting-period requirements. The distributions for these States, therefore, represent payments for February and March only.

<sup>3</sup> Less than 0.1 percent.

<sup>4</sup> Not reported.

<sup>5</sup> Benefits not payable until July 1939.

<sup>6</sup> Payments for part-total unemployment included with payments for total unemployment in table 8.

<sup>7</sup> Includes February and March only.

Table 10.—Operations of the United States Employment Service, by States, March 1939

State	Placements					New applications		Active file as of Mar. 31	
	Total	Private			Public	Number	Percentage change from February 1		
		Number	Percentage change from February 1	Regular (over 1 month)	Temporary (1 month or less)				Number
Total.....	253,645	184,829	+23	92,907	91,922	68,816	500,280	-13	6,745,896
Alabama.....	4,226	2,477	-25	1,871	606	1,749	6,911	-9	140,831
Alaska.....	232	57	+16	21	36	175	453	+13	2,977
Arizona.....	1,411	1,003	+6	458	545	408	3,285	+14	25,525
Arkansas.....	5,068	3,652	+94	967	2,685	1,446	5,169	-3	77,783
California.....	19,129	14,853	+10	6,563	8,290	4,276	49,210	-4	419,428
Colorado.....	2,558	2,127	+64	883	1,244	431	5,353	-21	75,109
Connecticut.....	3,593	3,090	+21	1,821	1,269	503	4,981	+1	85,239
Delaware.....	1,087	713	+30	402	311	374	1,070	-28	13,601
District of Columbia.....	3,002	2,663	+1	1,286	1,407	309	3,993	-9	43,677
Florida.....	1,196	449	+203	254	195	747	7,642	+14	34,569
Georgia.....	7,637	3,690	+56	2,230	1,460	3,947	13,172	-22	176,471
Hawaii.....	453	192	+6	83	109	261	1,535	+24	7,892
Idaho.....	1,555	1,148	+52	597	551	407	1,967	(1)	22,064
Illinois.....	11,194	10,844	+5	4,760	6,084	350	15,163	+7	297,629
Indiana.....	7,341	6,986	+27	4,031	2,955	355	12,792	-5	195,201
Iowa.....	6,959	5,366	+26	2,372	2,994	1,593	7,344	+2	103,349
Kansas.....	2,405	1,521	+34	638	883	884	6,114	-4	58,813
Kentucky.....	2,223	1,240	+26	610	630	983	12,650	-11	118,251
Louisiana.....	7,715	5,671	+25	3,322	2,349	2,044	8,672	-11	132,813
Maine.....	1,369	1,109	+17	793	316	260	2,481	+13	38,377
Maryland.....	3,588	2,221	+20	1,329	892	1,367	5,920	-15	72,068
Massachusetts.....	3,015	2,363	+24	1,606	757	652	16,279	+19	247,803
Michigan.....	8,435	6,333	+32	3,708	2,625	2,102	20,172	-16	350,092
Minnesota.....	4,022	3,307	+15	1,935	1,372	715	7,278	-9	201,106
Mississippi.....	3,641	760	+40	486	274	2,881	6,949	-14	66,306
Missouri.....	5,743	4,410	+55	2,561	1,849	1,333	15,423	-18	169,845
Montana.....	1,818	804	+54	497	307	1,014	1,363	+16	32,211
Nebraska.....	2,936	1,323	+29	621	702	1,663	3,471	+3	50,986
Nevada.....	959	735	+39	334	401	224	856	(1)	4,921
New Hampshire.....	1,477	1,316	-16	817	499	161	1,710	+13	28,589
New Jersey.....	7,013	6,168	+68	3,754	2,414	845	26,589	-36	254,064
New Mexico.....	1,121	702	+44	492	210	419	1,633	-7	31,799
New York.....	16,157	12,216	-4	6,403	5,813	3,941	49,430	-33	525,533
North Carolina.....	9,576	4,960	+24	2,503	2,457	4,616	11,286	-14	120,738
North Dakota.....	1,453	1,291	+32	726	565	162	1,640	+34	31,634
Ohio.....	10,530	8,631	+53	4,244	4,387	1,899	29,575	-23	412,201
Oklahoma.....	4,004	2,715	+76	734	1,981	1,289	9,979	-20	70,965
Oregon.....	4,173	2,897	+54	2,256	641	1,276	4,585	-16	72,067
Pennsylvania.....	9,430	7,819	+21	4,977	2,842	1,611	35,185	-11	871,805
Rhode Island.....	972	684	+2	402	282	288	5,008	+14	33,539
South Carolina.....	3,161	1,140	+20	668	472	2,021	5,003	-2	114,191
South Dakota.....	1,240	1,005	+21	444	561	235	1,358	+20	35,276
Tennessee.....	5,067	3,311	+18	2,106	1,205	1,756	7,342	-14	129,990
Texas.....	32,761	25,354	+20	7,273	18,081	7,407	25,787	-7	252,677
Utah.....	754	417	-23	182	235	337	2,566	+33	23,036
Vermont.....	887	614	+10	394	220	273	994	+7	17,883
Virginia.....	6,391	2,731	+32	1,812	919	3,660	10,013	-4	51,050
Washington.....	2,938	2,482	+109	1,419	1,063	456	7,300	+1	113,732
West Virginia.....	3,316	2,412	+7	1,424	988	904	6,215	+15	103,821
Wisconsin.....	6,017	4,484	+23	2,665	1,819	1,533	8,282	-5	163,554
Wyoming.....	617	343	+28	173	170	274	1,132	-7	13,908

1 Adjusted for number of workdays.

2 The active file represents cases regarded by employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in the frequency with which this is done. The extent to which applicants for work relief are included in active file also varies from State to State.

3 Less than 1 percent.

Source: U. S. Department of Labor, U. S. Employment Service, Division of Standards and Research.



# PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

## STATISTICS FOR THE UNITED STATES, MARCH 1939

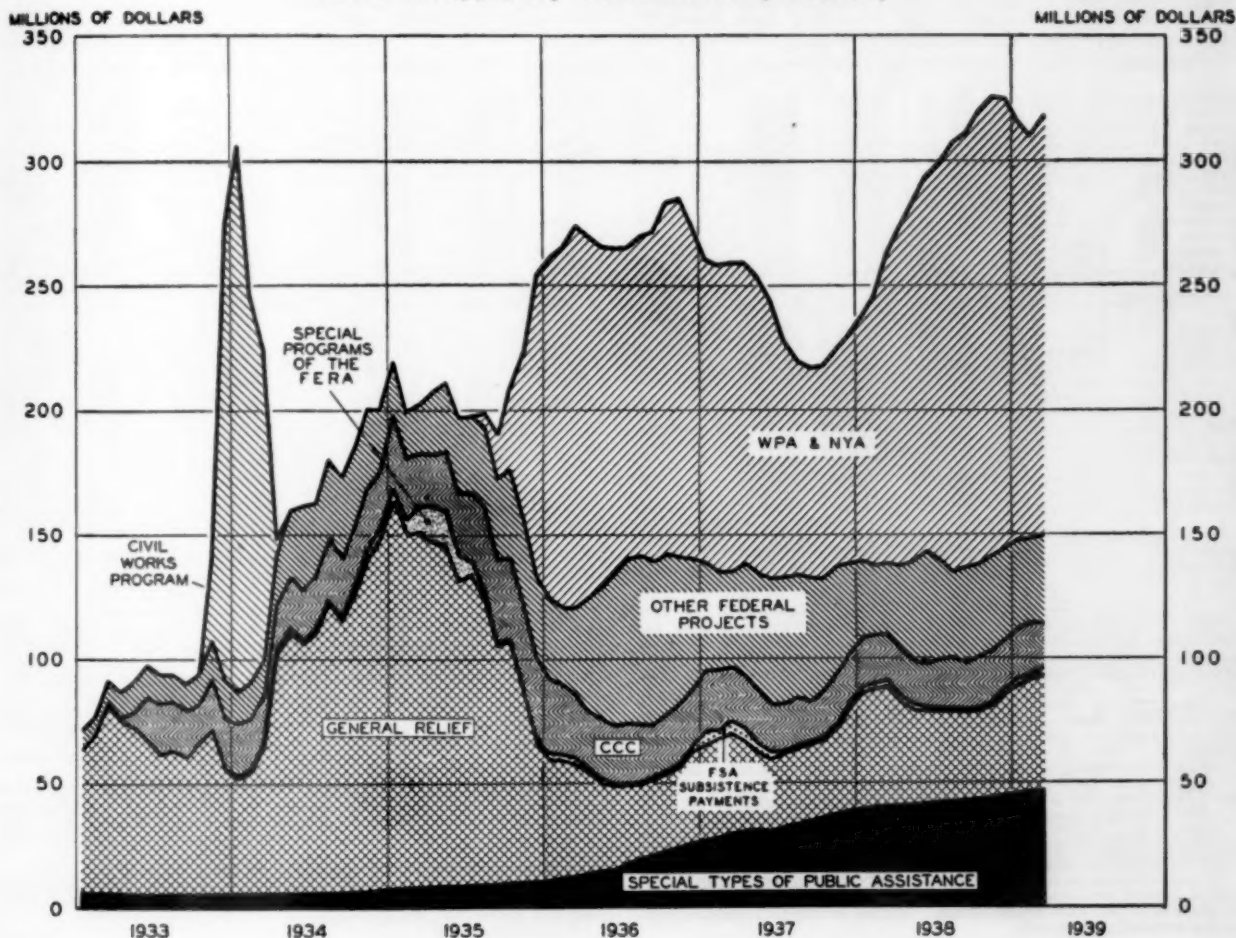
PAYMENTS for public assistance and earnings under Federal work programs in the continental United States increased in March 1939 after declining in each of the 3 preceding months. The amount of payments was \$317.7 million, 2.5 percent more than the revised total for February. This sum does not include the cost of administration or of materials, supplies, and equipment used on work programs.

The primary factor contributing to the rise in total payments from February to March was the expansion in the amount of earnings of persons

employed on projects operated by the Works Progress Administration. In March such earnings were 4.9 percent above the February level and amounted to \$157.6 million or 49.6 percent of all public assistance and earnings.

Earnings of persons employed on other Federal work and construction projects increased 3.7 percent to \$35.4 million, and payments for general relief rose 3.4 percent to \$46.4 million. These types of aid accounted for 11.1 and 14.6 percent, respectively, of all public assistance and earnings disbursed in March. Payments to recipients of

Chart I.—Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–March 1939 (see table I)



old-age assistance, aid to dependent children, and aid to the blind amounted to \$46.3 million, only slightly more than in February. Such payments comprised 14.6 percent of the total for March. Emergency subsistence payments certified by the Farm Security Administration increased 7.1 percent and student aid administered by the National Youth Administration 0.7 percent; each of these represents an extremely small share of the total.

Smaller amounts were earned in March than in February by enrollees in the Civilian Conservation

Corps and by persons employed on WPA-financed projects operated by other Federal agencies and on work projects of the NYA. The only large percentage decline was the drop of 12.5 percent in the amount of CCC earnings.

The amount of payments for all public assistance and earnings was 20.7 percent greater in March 1939 than in March a year ago. Earnings on projects operated by the WPA were 31.7 percent higher in March of this year, earnings on other Federal work and construction projects rose

**Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1937–March 1939 <sup>1</sup>**

[In thousands]

Year and month	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—			Subsistence payments certified by the Farm Security Administration <sup>2</sup>	Earnings of persons employed under Federal work programs <sup>4</sup>					
		Special types of public assistance <sup>3</sup>	General relief <sup>3</sup>	Relief under special programs of the Federal Emergency Relief Administration <sup>4</sup>		Civilian Conservation Corps <sup>7</sup>	Works Progress Administration <sup>5</sup>		National Youth Administration <sup>6</sup>		Other Federal work and construction projects <sup>10</sup>
							Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
1937 total.....	\$2,868,777	\$397,960	\$406,707	\$2	\$35,894	\$245,756	\$1,186,266		\$24,288	\$32,663	\$539,299
January.....	260,262	27,804	37,889	(11)	13 5,484	24,485	114,838		2,967	3,087	43,707
February.....	258,136	28,876	39,260	(11)	13 3,755	24,158	116,047		3,227	3,245	39,567
March.....	259,171	30,260	39,786	(11)	13 5,533	21,238	116,912		3,316	3,226	38,880
April.....	258,945	31,125	35,745		5,260	21,228	113,831		3,347	3,191	45,217
May.....	253,150	31,063	30,615		3,671	21,009	112,178		3,642	3,106	47,206
June.....	244,203	31,461	28,226		3,236	19,356	106,368		1,992	2,920	50,643
July.....	227,293	33,030	29,015		941	19,334	91,690		0	2,491	50,793
August.....	219,099	34,059	29,955		1,346	19,439	82,778		(12)	2,348	49,173
September.....	216,421	35,577	30,274		1,197	16,312	81,146		164	2,193	49,358
October.....	217,747	36,626	30,726		1,396	18,379	81,269		1,599	2,165	45,488
November.....	224,384	38,004	33,977		1,779	20,876	82,634		1,977	2,263	42,873
December.....	229,965	39,386	41,238		2,276	19,912	86,475		2,056	2,429	36,192
1938 total.....	3,487,300	509,328	477,472		22,600	230,166	1,722,275	\$28,468	19,598	41,558	435,834
January.....	237,351	40,102	46,512		2,204	19,940	93,060		1,996	2,552	30,985
February.....	245,751	40,572	47,294		2,473	19,309	103,092		2,166	2,688	28,158
March.....	263,291	41,283	47,549		2,577	18,336	119,693		2,203	2,739	28,911
April.....	274,108	41,477	41,267		2,336	18,311	131,419		2,255	2,766	34,278
May.....	283,862	41,740	37,580		2,156	18,014	137,916		2,406	3,075	40,976
June.....	294,590	41,825	36,988		1,756	17,174	146,068		1,550	3,585	45,644
July.....	299,382	42,473	36,343		1,291	19,848	151,416	4,290	0	3,701	40,020
August.....	307,307	42,866	36,290		1,119	20,334	163,378	4,621	6	3,903	34,790
September.....	311,150	43,322	35,466		1,231	18,767	164,910	4,749	211	3,930	38,564
October.....	320,392	43,840	34,954		1,492	20,367	171,162	4,939	1,980	4,028	37,631
November.....	325,614	44,433	36,455		1,703	20,514	172,257	4,968	2,408	4,193	38,683
December.....	324,502	45,396	40,773		2,262	19,252	167,904	4,902	2,417	4,400	37,195
1939											
January.....	316,180	45,957	43,572		2,391	20,642	155,843	4,759	2,266	4,347	36,400
February.....	309,931	46,233	44,910		2,327	20,689	150,218	4,532	2,414	4,466	34,142
March.....	317,702	46,349	46,439		2,492	18,103	157,623	4,400	2,432	4,450	35,413

<sup>1</sup> See *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 48–49, for information for 1933–36. Figures exclude cost of administration; cost of materials, equipment, and other items incident to operation of work programs; and transient care. Figures are partly estimated and subject to revision.

<sup>2</sup> Payments from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act and payments from State and local funds only in States not participating under the act.

<sup>3</sup> Figures for January–March 1937 from the WPA, Division of Statistics.

<sup>4</sup> Figures from the WPA, Division of Statistics; include obligations incurred for relief extended to cases under emergency education, student aid, and rural rehabilitation programs of the FERA.

<sup>5</sup> Figures from the FSA, Rural Rehabilitation Division (formerly the Re-settlement Administration); represent net amount of emergency grant vouchers certified to cases during month.

<sup>6</sup> Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

<sup>7</sup> Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$70 per month. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended within month.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent earnings during all pay-roll periods ended within month.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended within the monthly period ended on 15th of specified month.

<sup>11</sup> Less than \$1,000: \$634, \$765, \$724, respectively.

<sup>12</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

<sup>13</sup> Less than \$1,000.

22.5 percent, and payments for the special types of public assistance increased 12.3 percent. General relief payments were 2.3 percent lower than in March of last year despite the steady increase in the amount of payments since October 1938.

The movement of total income payments in the continental United States from January 1929 through March 1939 is shown in chart II, prepared by the Department of Commerce. This chart indicates the relative magnitude of various kinds of income payments, including public assistance and earnings under work programs.

### Unduplicated Count

Fourteen States reported the number of households receiving one or more of the special types of public assistance, general relief, or general relief and one or more of the special types of public assistance for March 1939. In these States 426,005 cases, representing 392,409 households, received public assistance and/or general relief. This represents a duplication in the number of households of 33,596, or 7.9 percent. The extent of duplication varies from none in Arkansas to 14.1 percent in Maryland.

**Table 2.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1937–March 1939<sup>1</sup>**

[In thousands]

Year and month	Recipients of special types of public assistance <sup>1</sup>				Cases receiving general relief <sup>2</sup>	Cases aided under special programs of the Federal Emergency Relief Administration <sup>4</sup>	Cases for which sub-sistence payments were certified by the Farm Security Administration <sup>5</sup>	Persons employed under Federal work programs <sup>6</sup>					
	Old-age assistance	Aid to dependent children		Aid to the blind				Civilian Conservation Corps <sup>7</sup>	Works Progress Administration <sup>8</sup>		National Youth Administration <sup>9</sup>		Other Federal work and construction projects <sup>10</sup>
		Families	Children						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
1937													
January.....	1,150	166	411	47	1,662	(11)	11 335	350	2,127	-----	417	185	544
February.....	1,200	171	421	47	1,726	(11)	11 229	345	2,145	-----	427	189	477
March.....	1,257	178	436	48	1,684	(11)	11 323	303	2,125	-----	440	192	476
April.....	1,296	183	450	49	1,550	-----	300	303	2,075	-----	442	192	513
May.....	1,327	189	464	49	1,382	-----	218	301	2,018	-----	424	185	560
June.....	1,290	192	473	50	1,277	-----	191	277	1,874	-----	249	173	588
July.....	1,302	195	482	50	1,257	-----	54	276	1,628	-----	0	150	536
August.....	1,432	203	502	51	1,271	-----	78	278	1,509	(11)	133	133	543
September.....	1,467	209	517	52	1,265	-----	67	233	1,454	-----	36	127	522
October.....	1,503	215	533	54	1,270	-----	71	263	1,460	-----	244	123	490
November.....	1,541	220	544	55	1,368	-----	83	298	1,501	-----	283	127	465
December.....	1,577	228	565	56	1,626	-----	109	284	1,594	-----	304	136	464
1938													
January.....	1,600	234	578	57	1,903	-----	108	285	1,801	-----	310	146	333
February.....	1,623	241	594	59	2,005	-----	119	276	2,001	-----	320	152	315
March.....	1,646	247	609	60	2,007	-----	126	262	2,319	-----	327	155	337
April.....	1,662	252	621	60	1,828	-----	117	262	2,538	-----	334	159	391
May.....	1,677	256	630	62	1,707	-----	112	257	2,638	-----	329	170	487
June.....	1,657	258	638	62	1,600	-----	93	238	2,741	-----	219	209	541
July.....	1,710	260	641	63	1,624	-----	70	284	2,912	85	0	215	521
August.....	1,719	265	651	64	1,582	-----	62	280	3,037	85	2	219	339
September.....	1,734	268	659	65	1,525	-----	69	268	3,120	89	49	221	357
October.....	1,750	271	664	65	1,496	-----	79	291	3,192	90	322	220	376
November.....	1,766	274	672	66	1,520	-----	89	293	3,238	91	364	230	378
December.....	1,780	280	684	67	1,630	-----	115	275	3,066	90	372	240	368
1939													
January.....	1,792	288	701	67	1,773	-----	126	295	2,928	88	372	237	351
February.....	1,804	296	718	67	1,845	-----	123	296	2,905	85	375	242	342
March.....	1,818	297	717	67	1,850	-----	127	299	2,917	85	377	236	349

<sup>1</sup> See *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 50-51, for information for 1933-36. Figures exclude administrative employees and recipients of transient care. Figures are partly estimated and subject to revision.

<sup>2</sup> Includes recipients of the 3 special types of public assistance under the Social Security Act and recipients of similar types of assistance in States not participating under the act.

<sup>3</sup> Figures for January-March 1937 from the WPA, Division of Statistics.

<sup>4</sup> Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, and rural rehabilitation programs of the FERA.

<sup>5</sup> Figures from the FSA, Rural Rehabilitation Division (formerly the Resettlement Administration); represent net number of emergency grant vouchers certified to cases during month. Ordinarily only 1 grant voucher per case is certified per month.

<sup>6</sup> Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include only enrolled persons.

<sup>7</sup> Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects financed from WPA funds.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent number of different persons employed during month.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed during the monthly period ended on 15th of specified month, on other work and construction projects financed in whole or in part from Federal funds.

<sup>11</sup> Less than 500 persons.

<sup>12</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.



## General Relief

General relief was extended to 1.9 million cases in the continental United States during March and amounted to \$46.4 million. Estimates for 8 States are included in these figures. The total relief extended to 1.7 million cases in the 41 States reporting actual figures was \$43.1 million. These figures for the 41 States represent increases over the previous month of approximately 1 percent in the number of cases and 4 percent in the amount of obligations. In 19 States there were increases in both the number of cases and the amount of obligations. Only 4 of these States—New Mexico, Pennsylvania, Utah, and Vermont—showed an increase in payments of as much as 10 percent. Decreases occurred in both items in 17 States. Arizona and Colorado showed declines of 10 percent or more in both the number of cases and the amount of payments. In addition, Mississippi showed a decline of 12.1 percent in the number of cases, although an increase occurred in the amount of obligations. On the other hand, Nevada reported a rise of 12.1 percent in the number of cases, accompanied by a 4-percent decrease in payments.

In 39 States reporting actual figures for March 1938 and March 1939, the number of general relief cases dropped 3.8 percent and the amount of obligations rose only 0.4 percent. Eighteen States showed declines in cases and obligations. Six of these States—the District of Columbia, Michigan,

Nevada, North Dakota, Virginia, and Washington—reported decreases of approximately 25 percent or more in both items.

## Special Types of Public Assistance

In March 1939, \$46.4 million was expended for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii. This sum includes payments under State plans approved by the Social Security Board and payments under State laws without Federal financial participation.

Of the \$46.4 million disbursed for the special types of public assistance in March, about 98 percent was paid to recipients in States administering plans approved by the Social Security Board. Recipients of old-age assistance numbered 1.8 million and received payments amounting to \$35.3 million; 283,200 families received \$9.1 million in behalf of 687,100 dependent children; and payments amounting to slightly more than \$1 million were made to 43,900 recipients of aid to the blind. Somewhat more than \$1 million was expended in States in which special types of public assistance are administered without Federal financial participation. About two-thirds of this sum was paid to 23,500 blind persons in 5 States. The remaining third was disbursed to 14,600 families in behalf of 33,700 dependent children in 7 States.

Total payments for March were about \$115,000

**Table 3.—Number of households receiving one or more of the special types of public assistance and/or general relief and percent of duplication in the case count in 14 States, March 1939**

State	Number of households receiving one or more of the special types of public assistance and/or general relief	Recipients of the special types of public assistance and cases receiving general relief					Percent of duplication in reported number of cases
		Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	General relief	
Total.....	392,409	426,005	224,125	59,309	7,230	135,341	7.9
Arizona.....	11,667	12,566	6,950	2,370	310	2,936	7.2
Arkansas.....	25,402	25,402	16,968	4,021	623	3,790	0
Idaho.....	13,308	14,096	8,613	2,673	300	2,510	5.6
Kansas.....	48,575	52,984	23,393	5,750	1,035	22,806	8.3
Louisiana.....	46,301	49,090	29,519	10,466	845	8,260	5.7
Maryland.....	32,732	38,120	17,470	7,999	635	12,016	14.1
Montana.....	21,392	23,837	12,687	2,238	129	8,783	10.3
New Mexico.....	7,526	7,572	3,854	1,576	200	1,942	6
North Dakota.....	15,259	16,787	8,009	2,023	115	6,640	9.1
South Carolina.....	31,774	32,125	24,382	4,168	880	2,695	1.1
Utah.....	19,803	22,089	13,542	3,075	207	8,265	10.3
Washington.....	67,789	77,751	37,617	5,733	1,033	33,368	12.8
West Virginia.....	44,532	46,816	18,032	6,567	766	21,451	4.9
Wyoming.....	6,349	6,770	3,089	650	152	2,879	6.2

<sup>1</sup> Does not include a relatively small number of cases receiving general relief from local funds.

<sup>2</sup> Does not include 209 cases receiving aid from county indigent funds.

<sup>3</sup> Does not include 62 cases receiving general relief administered by local public agencies.

above the amount of obligations incurred for assistance for February, an increase of only 0.3 percent. As compared with the total expended in March 1938, however, there was a gain of \$5.1 million or 12.3 percent. Payments in behalf of dependent children showed the largest percentage increase in comparison with the amount expended in March 1938—20.0 percent. The amount of obligations incurred for old-age assistance was 10.9 percent above the March 1938 level, and total payments to recipients of aid to the blind were 3.2 percent larger.

#### Old-Age Assistance

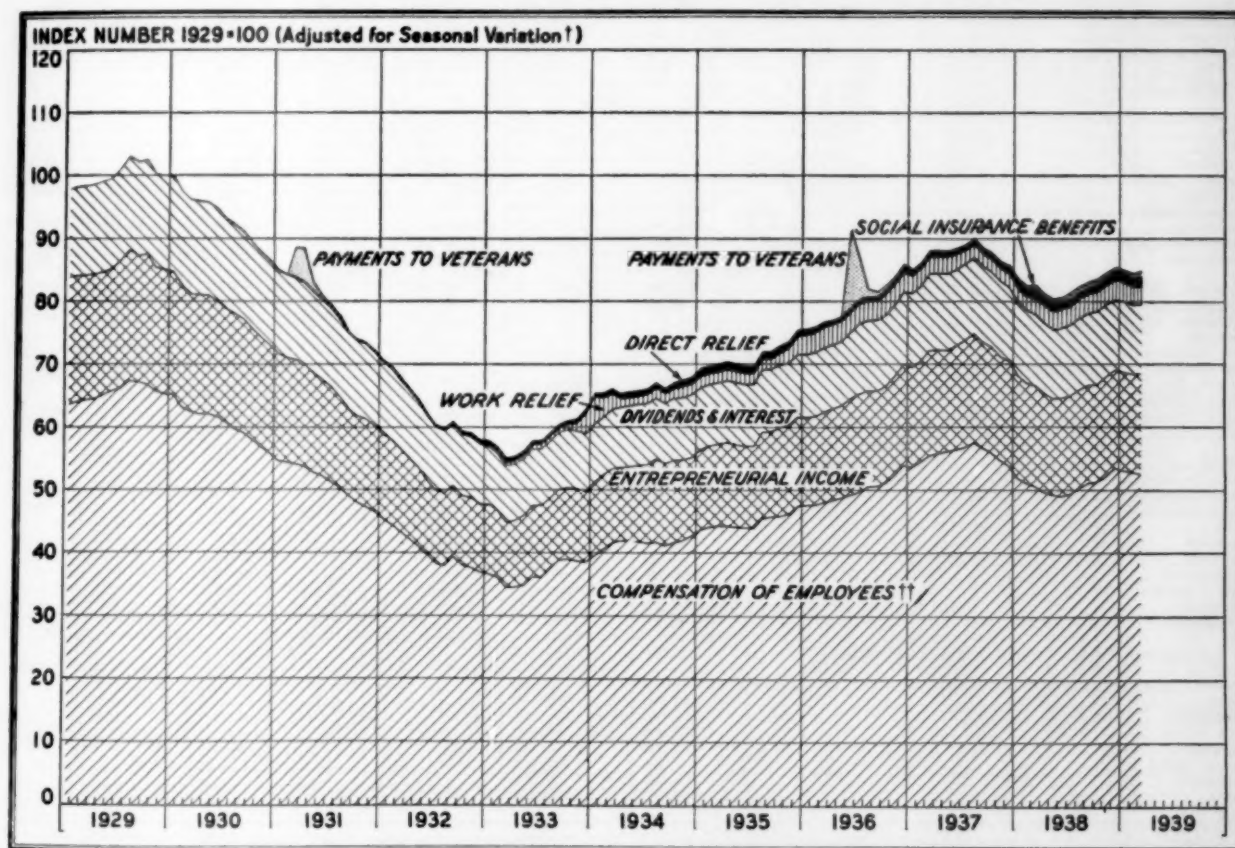
From February to March there was an increase of about 1 percent in the number of recipients of old-age assistance in the 51 jurisdictions administering this type of assistance under plans approved by the Social Security Board. The total

amount of obligations incurred for payments to these recipients was practically unchanged. In nearly all States only slight fluctuations occurred in either item.

Virginia reported increases of about 12 percent in the number aided and in the volume of assistance. In that State the old-age assistance program has been in operation only since September 1938. The amount of payments in Connecticut was almost 11 percent greater in March than in February. Since individual payments to recipients in Connecticut are limited by the State law to \$7 per week, the rise in payments from February to March is attributable mainly to the greater length of March.

Increases of about 4 percent in the number of recipients and amount of payments occurred in Indiana, where the old-age assistance program has been expanding at a substantial rate since

Chart II.—Index of income payments in the continental United States, January 1929–March 1939



†Work relief, direct relief, social insurance benefits, and payments to veterans not adjusted for seasonal variation.

††Excluding work relief.

Prepared by: U. S. Department of Commerce, Division of Economic Research, National Income Section.

September 1938. The primary impetus behind this expansion has been a reduction of the age limit from 70 to 65 years, effective in July 1938. In Michigan, an additional State appropriation for the balance of this fiscal year resulted in increases of 3.3 percent in the number aided and 2.4 percent in the amount of obligations incurred.

In Pennsylvania declines of 2.6 percent in the

number of recipients and 12.7 percent in the amount of payments reflect a change in procedures for disbursing assistance payments. Colorado reported a decrease of 6.6 percent in the amount of obligations incurred, although the number receiving assistance increased slightly from February to March. State funds for old-age assistance in Colorado are comprised principally of 85 percent

Table 4.—General relief in the continental United States, by States, March 1939

[Data reported by State agencies, corrected to Apr. 25, 1939]

State	Number of cases receiving relief	Amount of obligations incurred for relief <sup>1</sup>	Average per case	Percentage change from—			
				February 1939 in—		March 1938 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States <sup>2</sup> .....	1,850,000	\$46,439,000					
Total for 41 States reporting actual figures.....	1,652,092	43,054,601	\$26.06	+0.9	+3.9	+3.8	+0.4
Alabama.....	2,492	22,624	9.08	-8.2	-9.2	+21.4	+12.4
Arizona.....	2,936	35,272	12.01	-17.5	-22.5	+1.8	-10.2
Arkansas.....	3,790	17,866	4.71	-2.0	-3.0	-8.3	-27.9
California.....	141,837	4,346,717	30.65	+2.5	+2.7	+7.3	+11.2
Colorado.....	16,193	227,263	14.03	-10.6	-11.2	( <sup>3</sup> )	( <sup>3</sup> )
Connecticut.....	25,319	695,863	27.48	+2.0	+8.3	+6.5	+8.2
Delaware.....	2,478	51,914	20.95	-8.0	-6.1	+21.1	+36.7
District of Columbia.....	1,792	48,741	27.20	+3.8	+8.8	-32.1	-28.7
Florida.....	7,913	53,427	6.75	+1.0	-1	+2	+8.3
Georgia.....	6,893	42,132	6.11	-2.7	-2.9	-12.9	-16.3
Illinois.....	199,794	4,755,659	23.80	+1.1	+1.5	+3	+4.8
Iowa.....	35,596	634,580	17.83	+3.6	+6.4	-10.5	-11.4
Kansas.....	22,806	311,371	13.65	-3.0	-4.9	+23.4	+20.5
Louisiana.....	8,260	108,246	13.10	-8	-1.0	+15.9	+14.9
Maine.....	12,816	285,362	22.27	+5	+1.7	-13.4	-16.5
Maryland.....	12,016	288,388	24.00	+5	-1.8	+28.7	+33.8
Massachusetts.....	73,835	2,129,865	28.85	+2.5	+8.6	-11.9	-14.1
Michigan.....	86,304	1,943,131	22.51	+2.1	+1.6	-46.5	-49.3
Minnesota.....	50,851	1,321,089	25.98	+2.6	+1.3	+1.0	+4.5
Mississippi.....	977	4,201	4.30	-12.1	+3.0	-22.8	-4.9
Missouri.....	40,506	484,394	11.96	+2.7	+5.0	-27.2	-5.4
Montana.....	8,783	123,765	14.09	-5.6	-15.6	-1.2	-10.0
Nebraska.....	11,583	141,080	12.26	-5.7	-5.4	+21.5	+17.8
Nevada.....	711	8,859	12.46	+12.1	-3.9	-25.2	-32.6
New Hampshire.....	9,284	232,584	27.21	+7	+7.2	-5.1	-6.2
New Mexico.....	2,211	15,362	6.95	+8.6	+17.4	+1.5	+23.0
New York.....	313,850	11,868,584	37.82	+1.0	+1.6	-2.7	-8
North Carolina.....	6,774	37,812	5.58	+1.4	+4.3	-4.6	+3
North Dakota.....	6,640	103,239	15.55	-1.4	-4.5	-25.7	-24.1
Ohio.....	101,574	1,836,674	18.08	-4.2	-1.7	( <sup>3</sup> )	( <sup>3</sup> )
Oregon.....	13,756	207,106	15.06	-9	+5.3	-1.5	-5.0
Pennsylvania.....	281,708	8,354,657	29.66	+3.3	+12.8	+28.8	+35.1
South Carolina.....	2,757	26,593	9.65	-1.7	-3.4	+47.1	+30.8
South Dakota.....	5,980	84,206	14.08	-7.0	-11.9	-4.9	+2.7
Utah.....	5,265	104,111	19.77	+8.3	+12.0	+1.6	+1
Vermont.....	3,545	81,467	22.98	+1.9	+10.3	-6.7	+5.0
Virginia.....	10,292	96,098	9.34	+2.3	+1.9	-39.8	-23.0
Washington.....	33,368	451,246	13.52	-2.4	-3.7	-32.0	-48.9
West Virginia.....	21,451	194,491	9.07	-5.6	-9.0	-10.9	-8.7
Wisconsin.....	54,277	1,205,336	22.21	+1.4	+7.9	-2.5	+8.5
Wyoming.....	2,879	52,326	18.18	-3.0	-1.0	+32.1	+56.1
Total for 8 States for which figures are estimated <sup>4</sup> .....	197,500	3,384,300					
Idaho.....	2,800	39,000					
Indiana.....	60,900	839,000					
Kentucky.....	7,000	59,000					
New Jersey.....	76,600	1,850,000					
Oklahoma.....	16,000	54,000					
Rhode Island.....	12,400	367,000					
Tennessee.....	5,500	28,000					
Texas.....	16,300	148,300					

<sup>1</sup> Obligations incurred from State and local funds; excludes administrative expense, nonrelief expense, and expense for special programs, hospitalization, and burials.

<sup>2</sup> Partly estimated.

<sup>3</sup> Percentage change for 38 States and the District of Columbia reporting actual figures for March 1938 and March 1939.

<sup>4</sup> Comparable data for March 1938 are not available.

<sup>5</sup> Estimated by the Social Security Board for all States except Indiana, Tennessee, and Texas, for which estimates were made by the State agencies.



of the sales and liquor taxes, which are collected monthly. The amount of funds available for assistance is, therefore, dependent upon the volume of tax receipts currently available. Consequently the level of total payments for old-age assistance fluctuates more widely from month to month in Colorado than in most States.

In the 50 jurisdictions making payments for March 1938 and March 1939 under plans approved by the Social Security Board, there were increases of 9.8 percent in the total number of recipients and 10.5 percent in the total amount of

obligations incurred. Eight States—Alabama, Arkansas, Michigan, New Mexico, Pennsylvania, South Carolina, Utah, and Washington—reported declines of more than 5 percent in the amount of payments. The largest decreases occurred in Arkansas and Pennsylvania—39.9 and 19.9 percent, respectively. Declines in the number of recipients were recorded only for these two among the eight States, and the decreases were considerably smaller than those recorded for the amount of payments—9.5 percent in Arkansas and 9.1 percent in Pennsylvania.

Table 5.—Special types of public assistance in States with plans approved by the Social Security Board, by months, February 1936–March 1939 <sup>1</sup>

[Data reported by State agencies, corrected to Apr. 15, 1939]

Year and month	Recipients				Obligations incurred for payments to recipients <sup>2</sup>			
	Old-age assistance	Aid to dependent children <sup>3</sup>		Aid to the blind	Total	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind
		Families	Children					
1936 total (11 months)					\$163,466,381	\$135,925,760	\$21,571,381	\$5,969,240
February	247,421	26,670	68,915	12,054	4,644,154	3,752,455	604,962	286,737
March	294,075	27,446	70,300	13,099	5,292,303	4,335,522	641,168	315,613
April	471,100	56,952	141,552	16,376	8,807,061	7,087,664	1,334,345	385,052
May	563,240	61,500	152,082	16,641	10,782,622	8,977,539	1,405,943	399,140
June	603,710	69,664	175,144	17,571	11,710,049	9,651,969	1,634,648	423,432
July	785,667	89,372	223,001	26,500	15,783,748	13,030,934	2,108,224	646,590
August	804,481	83,999	215,024	26,901	17,886,014	14,890,365	2,332,124	663,525
September	896,849	91,738	233,795	27,478	19,539,255	16,238,120	2,617,830	653,305
October	971,162	105,312	267,016	27,981	21,435,174	17,953,719	2,776,640	704,815
November	1,032,649	109,166	277,198	28,456	22,971,245	19,291,619	2,956,849	722,777
December	1,103,841	111,914	284,601	28,969	24,614,756	20,715,854	3,100,648	738,254
1937 total					382,835,077	310,437,967	61,408,035	10,980,075
January	1,148,099	117,761	299,757	29,417	25,680,053	21,596,532	3,333,145	750,376
February	1,197,851	122,456	310,488	30,117	26,757,537	22,487,263	3,503,164	767,110
March	1,255,574	128,690	325,060	30,993	28,110,114	23,575,495	3,749,879	787,740
April	1,294,468	134,907	341,083	31,594	29,005,790	24,314,066	3,996,532	795,192
May	1,325,664	145,498	406,689	33,734	30,657,022	24,706,693	5,103,776	846,553
June	1,290,711	171,410	421,837	35,042	30,527,577	24,413,199	5,239,847	874,531
July	1,393,639	175,022	431,626	37,248	32,154,641	25,825,405	5,406,314	922,922
August	1,434,282	182,850	452,568	38,618	33,197,278	26,612,342	5,637,514	947,422
September	1,468,978	193,696	480,561	40,136	34,858,509	27,866,791	5,967,652	1,034,066
October	1,504,963	199,334	495,452	41,185	35,909,959	28,641,571	6,211,896	1,056,492
November	1,543,466	204,464	508,419	42,560	37,305,863	29,663,080	6,554,448	1,088,335
December	1,579,443	211,721	526,009	43,718	38,670,734	30,735,560	6,816,868	1,118,306
1938 total					495,118,771	390,728,240	93,423,788	10,966,743
January	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February	1,625,540	224,737	557,613	35,149	39,510,598	31,443,873	7,222,237	844,488
March	1,648,306	231,001	572,582	36,393	40,217,108	31,821,576	7,524,472	871,060
April	1,694,534	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714	875,996
May	1,680,052	240,079	594,024	38,131	40,787,564	32,364,744	7,540,168	882,652
June	1,659,297	243,422	603,335	38,825	40,873,320	32,323,412	7,644,607	905,301
July	1,712,502	244,711	606,387	39,613	41,527,611	32,926,704	7,672,366	928,541
August	1,721,722	251,801	620,319	40,227	41,938,467	33,017,381	7,979,275	941,811
September	1,737,005	254,950	629,213	41,037	42,395,826	33,367,470	8,072,275	956,081
October	1,640,654	257,497	634,031	41,481	40,326,565	31,170,328	8,188,782	967,485
November	1,768,395	261,191	641,897	42,287	43,504,777	34,102,211	8,419,057	983,509
December	1,782,825	266,282	654,450	42,959	44,464,245	34,847,643	8,615,203	1,001,399
1939								
January	1,795,013	274,098	670,960	43,287	45,031,630	35,143,172	8,880,367	1,008,095
February	1,806,835	282,577	687,495	43,679	45,305,525	35,244,719	9,042,631	1,018,178
March	1,820,894	283,221	687,146	43,888	45,422,139	35,276,361	9,123,770	1,022,001

<sup>1</sup> Federal funds were first made available to the States for February 1936. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. No figures are included for any State not administering Federal funds.

<sup>2</sup> Includes estimates for Hawaii for June 1937–May 1938.

<sup>3</sup> Amount of obligations incurred for payments to recipients from Federal, State, and local funds; excludes administrative expense and expense for hospitalization and burials. Prior to July 1937, excludes obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients.

**Table 6.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, March 1939**

[Data reported by State agencies, corrected to Apr. 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 and over <sup>3</sup>
				February 1939 in—		March 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	1,820,894	\$35,276,361	\$19.37	+0.8	+0.1	+9.8	+10.5	229
Region I:								
Connecticut.....	15,370	413,311	26.89	— .4	+10.9	+ .7	+9.2	131
Maine.....	11,560	237,329	20.53	—1.2	—1.4	+129.0	+127.3	136
Massachusetts.....	77,439	2,174,287	28.08	+1.3	— .1	+14.4	+14.5	235
New Hampshire.....	4,205	98,566	23.44	+1.3	+1.9	+13.8	+18.4	81
Rhode Island.....	6,279	117,961	18.79	+ .2	+ .5	+4.0	+5.5	140
Vermont.....	5,816	87,211	15.00	+1.1	+2.0	+7.3	+13.1	149
Region II:								
New York.....	111,273	2,722,822	24.47	+1.1	+2.0	+6.5	+8.9	140
Region III:								
Delaware.....	2,623	28,434	10.84	+ .2	+ .1	—3.2	—2.9	128
New Jersey.....	28,656	561,749	19.60	+1.2	+1.7	+11.9	+19.0	113
Pennsylvania.....	84,941	1,617,429	19.04	—2.6	—12.7	—9.1	—19.9	137
Region IV:								
District of Columbia.....	3,273	83,670	25.56	+ .3	+ .5	+5.8	+6.9	78
Maryland.....	17,470	305,204	17.47	+ .3	+ .3	+5.1	+4.6	161
North Carolina.....	32,292	307,971	9.54	+ .1	+ .5	+23.3	+24.8	231
Virginia.....	11,117	107,454	9.67	+11.7	+11.6	( <sup>7</sup> )	( <sup>7</sup> )	73
West Virginia.....	18,032	250,626	13.90	+ .3	+ .6	—2.5	—3.0	236
Region V:								
Kentucky.....	44,944	390,102	8.68	+ .6	+ .4	+34.5	+24.6	243
Michigan.....	73,277	1,233,434	16.83	+3.3	+2.4	+3.4	—7.5	251
Ohio.....	111,985	2,524,492	22.54	+ .6	+ .6	+5.5	+3.4	232
Region VI:								
Illinois.....	128,043	2,411,602	18.83	+ .9	+1.5	+5.3	+14.5	236
Indiana.....	60,118	1,015,193	16.89	+3.5	+4.3	+42.3	+48.6	238
Wisconsin.....	45,163	949,776	21.03	+ .9	+1.2	+15.5	+20.9	235
Region VII:								
Alabama.....	16,125	151,389	9.39	+ .7	+1.1	+8.4	—5.1	146
Florida.....	36,191	500,540	13.83	+1.5	+1.7	+32.0	+18.5	381
Georgia.....	36,470	313,309	8.59	+ .5	+ .1	+31.2	+18.5	278
Mississippi.....	19,663	140,146	7.13	+1.4	+2.5	+29.7	+101.6	230
South Carolina.....	24,382	189,771	7.78	+1.6	+3.9	+29.6	—5.7	394
Tennessee.....	21,767	287,913	13.23	— .8	— .9	+1.8	+1.1	166
Region VIII:								
Iowa.....	51,340	1,018,762	19.84	+ .7	+ .7	+11.0	+11.3	234
Minnesota.....	66,036	1,360,208	20.60	+ .5	+ .7	+5.4	+9.5	339
Nebraska.....	27,476	457,258	16.64	+ .4	—3.8	+5.0	+2.4	280
North Dakota.....	8,009	140,948	17.60	+ .9	+1.3	+6.5	+10.0	222
South Dakota.....	16,328	314,125	19.24	+ .3	—1.4	+7.1	+8.9	389
Region IX:								
Arkansas.....	16,968	103,159	6.08	— .2	— .6	—0.5	—30.9	210
Kansas.....	23,393	455,534	19.47	+1.7	+ .4	+32.8	+36.3	201
Missouri.....	75,594	1,409,918	18.65	+1.6	+1.8	+4.7	+30.5	242
Oklahoma.....	66,177	1,313,961	19.86	+ .1	— .1	— .9	+30.3	556
Region X:								
Louisiana.....	29,519	307,713	10.42	+ .8	+1.4	+16.5	+23.1	364
New Mexico.....	3,854	44,317	11.50	— .1	+ .7	+1.0	—7.9	257
Texas.....	114,322	1,595,714	13.96	+ .5	+ .9	+2.0	+4.6	401
Region XI:								
Arizona.....	6,950	182,055	26.19	+ .9	+1.1	+21.0	+24.3	406
Colorado.....	38,307	1,038,920	27.12	+ .1	—6.6	+7.5	+9.1	475
Idaho.....	8,613	183,330	21.29	—2.5	—2.7	+2.4	+1.0	322
Montana.....	12,687	260,689	20.55	+ .3	+ .2	+6.4	+7.8	409
Utah.....	13,542	279,164	20.61	+ .4	+ .7	+8.7	—11.9	392
Wyoming.....	3,089	67,410	21.82	+1.6	+1.3	+7.0	+10.1	311
Region XII:								
California.....	128,593	4,174,800	32.47	+ .7	+ .7	+18.1	+17.5	280
Nevada.....	2,158	57,127	26.47	+ .7	+ .8	+19.4	+15.9	360
Oregon.....	18,905	402,141	21.27	+ .5	+ .5	+19.1	+18.8	225
Washington.....	37,617	832,977	22.14	( <sup>9</sup> )	( <sup>10</sup> )	+ .4	—8.7	301
Territories:								
Alaska.....	1,172	32,150	27.43	+3.1	+2.5	+47.6	+45.2	263
Hawaii.....	1,771	22,290	12.59	— .1	— .3	+25.9	+24.6	182

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> Obligations incurred from Federal, State, and local funds; excludes administrative expense and expense for hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with the advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 47 States, the District of Columbia, Alaska, and Hawaii with approved plans for March 1938 and March 1939.

<sup>5</sup> Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Mary-

land, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

<sup>6</sup> Minimum age under State plan is 70 years, but rate is based on population 65 and over.

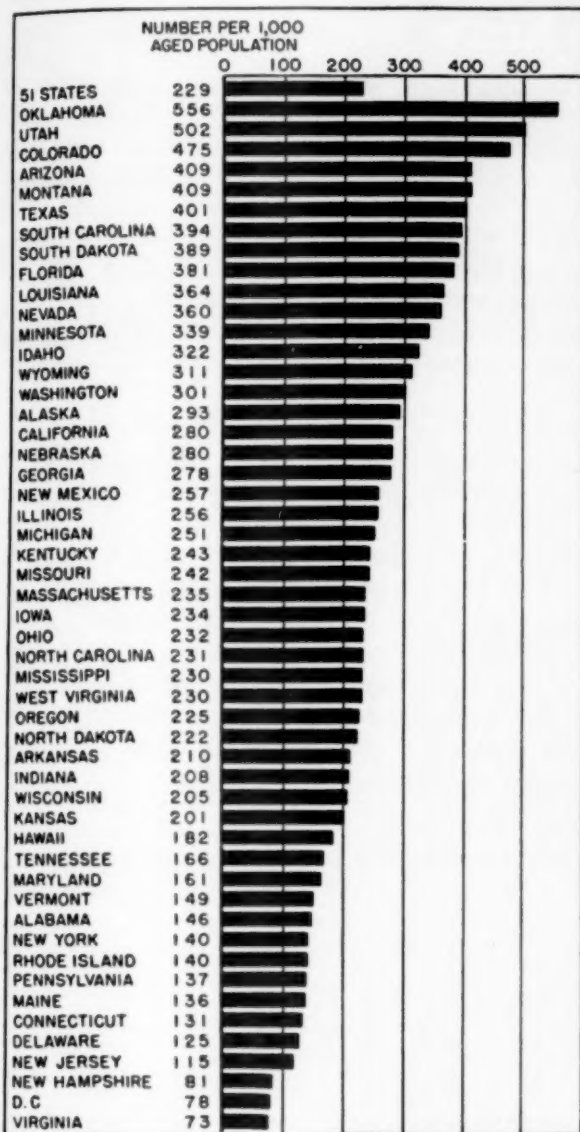
<sup>7</sup> No approved plan for old-age assistance for March 1938.

<sup>8</sup> Includes \$84,476 incurred for payments to 3,150 recipients 60 but under 65 years of age. Rate per 1,000 does not include these recipients.

<sup>9</sup> Decrease of less than 0.1 percent.

<sup>10</sup> Increase of less than 0.1 percent.

**Chart III.—Recipients of old-age assistance per 1,000 population 65 years of age and over in States with plans approved by the Social Security Board, March 1939**



### Aid to Dependent Children

In March 1939 the total numbers of families and children aided and the total amount of payments for aid to dependent children in the 42 jurisdictions administering plans approved by the Social Security Board were only slightly above the revised figures for February.

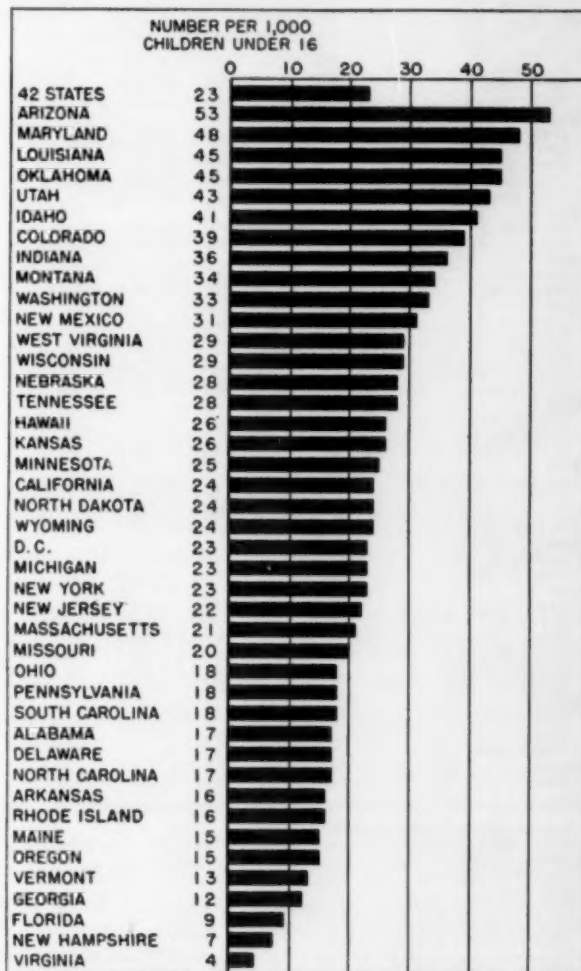
In Missouri, where February payments had been delayed owing to the inadequacy of State funds available for this type of aid, payments were made

for both February and March. The amount of obligations incurred for assistance in each of these months, however, was about 21 percent below the level of total payments in January.

Increases of between 40 and 50 percent in the numbers of families and children assisted and in the amount of payments were reported by Florida, where payments under the Social Security Act were first made in September 1938. In Kansas there were percentage gains of 4 to 6 percent in the three items; and in Arizona, Minnesota, Virginia, and Wyoming increases of 3 to 4 percent occurred in at least two items.

Six States reported decreases of 3 percent or more in either or both the numbers of families

**Chart IV.—Number of children receiving aid to dependent children per 1,000 population under 16 years of age in States with plans approved by the Social Security Board, March 1939**





and children aided and the amount of assistance. In Nebraska and Vermont there was a decline only in the amount of obligations incurred, but in Colorado, the District of Columbia, New Hampshire, and Pennsylvania decreases occurred in all

three items from February to March. The declines in Pennsylvania reflect a revised schedule of distributing payments rather than an actual reduction in the case load.

In March 1939, as compared with March 1938,

**Table 7.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, March 1939**

[Data reported by State agencies, corrected to Apr. 15, 1939]

Region <sup>1</sup> and State	Number of recipients		Amount of obligations incurred for payments to recipients <sup>2</sup>	Average per family	Percentage change from—						Number of recipients per 1,000 estimated population under 16 <sup>3</sup>
					February 1939 in—			March 1938 in—			
	Families	Children			Number of recipients		Amount of obligations	Number of recipients		Amount of obligations	
					Families	Children		Families	Children		
Total.....	283,221	687,146	\$9,123,770	\$32.21	+0.8	+0.5	+1.1	+21.5	+18.7	+20.5	23
Region I:											
Maine.....	1,326	3,408	49,863	37.60	+2	-4	( <sup>9</sup> )	-1.9	-5.0	-1.6	15
Massachusetts.....	9,990	24,090	596,007	59.66	+1.9	+1.7	+2.4	+25.7	+21.2	+16.5	21
New Hampshire.....	331	863	13,100	39.58	-1.5	-3.1	-3.9	-7.8	-13.7	-5.6	7
Rhode Island.....	1,069	2,873	49,905	46.68	+1.1	+3	+7	+26.4	+21.1	+18.6	16
Vermont.....	437	1,289	12,341	28.24	+2.3	+3.0	-3.5	+34.5	+66.1	+90.2	13
Region II:											
New York.....	35,820	71,274	1,743,928	48.69	+9	+8	+1.0	+31.1	+26.3	+32.5	23
Region III:											
Delaware.....	481	1,142	14,717	30.60	+1.3	+2.3	+1.4	-5.1	-3.4	-11.7	17
New Jersey.....	11,434	25,132	341,301	29.85	+5	( <sup>10</sup> )	+7	+2.5	+8	+5.8	22
Pennsylvania.....	22,868	53,294	800,259	34.99	-3.9	-6.1	-2.8	+29.7	+21.1	+31.8	18
Region IV:											
District of Columbia.....	976	2,964	45,360	46.48	-3.6	-4.6	-3.3	-22.7	-21.3	-28.2	23
Maryland.....	7,999	21,422	252,484	31.56	+8	+6	+8	+12.3	+7.5	+10.3	48
North Carolina.....	8,006	21,549	123,986	15.49	+1.2	+9	+1.6	+33.1	+24.2	+28.7	17
Virginia.....	898	3,102	20,007	22.28	+3.7	+2.2	+3.8	( <sup>11</sup> )	( <sup>11</sup> )	( <sup>11</sup> )	4
West Virginia.....	6,567	18,770	139,656	21.27	+2.7	+2.4	+2.6	+18.0	+14.4	+16.2	20
Region V:											
Michigan.....	13,549	30,999	546,127	40.31	+2.2	+2.6	+4.0	+9.7	+8.8	+11.2	23
Ohio.....	10,878	31,071	431,698	39.69	-3	-4	+5	+8	+7.9	+3.8	15
Region VI:											
Indiana.....	16,016	33,362	440,461	27.50	+2.1	+1.7	+2.2	+23.8	+19.5	+22.0	36
Wisconsin.....	11,168	26,058	422,322	37.82	+1.0	+9	+1.4	+12.8	+12.9	+17.8	20
Region VII:											
Alabama.....	5,593	16,517	69,193	12.37	( <sup>12</sup> )	-2	-6	+4.6	+3.4	-8	17
Florida.....	10,577	4,260	10,243	25.52	+47.7	+43.1	+41.6	( <sup>13</sup> )	( <sup>13</sup> )	( <sup>13</sup> )	9
Georgia.....	4,699	12,477	97,983	20.85	+4	-1	+2	+26.1	+21.4	+20.5	12
South Carolina.....	4,168	12,324	59,978	14.39	-1.0	-1	-1.2	+47.7	+46.1	+4.6	18
Tennessee.....	9,786	26,149	180,038	18.40	-6	-8	-7	+10.2	+4.6	+8.8	28
Region VIII:											
Minnesota.....	7,341	18,336	263,086	35.84	+3.6	+2.9	+3.4	+42.0	+38.3	+45.6	23
Nebraska.....	4,851	10,919	120,993	24.94	+3	( <sup>14</sup> )	-3.3	+14.1	+8.7	+1.0	28
North Dakota.....	2,023	5,639	65,817	32.53	+1.3	+9	+1.3	+195.8	+155.2	+176.7	24
Region IX:											
Arkansas.....	4,021	10,999	32,726	8.14	-1	+2	( <sup>15</sup> )	-12.3	-11.0	-31.9	16
Kansas.....	5,750	13,193	170,489	29.65	+6.2	+4.8	+4.0	+52.8	+42.7	+54.9	26
Missouri.....	8,303	20,073	200,760	24.18	-6	-9	-5	+661.0	+572.9	+480.2	20
Oklahoma.....	15,991	36,761	226,949	14.19	+1.2	+1.2	+1.7	+10.4	+9.4	-25.6	45
Region X:											
Louisiana.....	10,466	30,304	221,525	21.17	+1.8	+2.5	+2.0	+22.7	+22.6	+26.0	45
New Mexico.....	1,576	4,534	31,577	20.04	+1.7	+1.5	+4.5	+11.4	+9.8	-12.4	31
Region XI:											
Arizona.....	2,370	6,794	76,978	32.48	+3.1	+3.3	+3.1	+52.8	+48.8	+53.5	53
Colorado.....	4,671	11,637	141,396	30.27	-4.1	-1.3	-2.3	+35.6	+29.3	+33.1	39
Idaho.....	2,673	6,291	70,899	26.52	-5	( <sup>16</sup> )	-4	+10.2	+9.6	+12.5	41
Montana.....	2,238	5,196	63,502	28.37	+2.2	+2.0	+2.0	+22.2	+19.7	+24.7	34
Utah.....	3,075	7,307	103,371	33.62	+1.5	+1.1	+1.8	+12.1	+11.9	+11.5	43
Wyoming.....	650	1,628	29,257	31.16	+3.8	+3.3	+3.2	+8.2	+10.3	+12.8	24
Region XII:											
California.....	13,251	32,928	558,825	42.02	+9	+1.1	+2.3	+12.7	+13.2	+23.3	24
Oregon.....	1,623	3,611	64,060	39.47	+1.5	+1.8	+2.2	+42.0	+40.4	+56.2	15
Washington.....	5,733	12,936	167,352	29.19	-2	-3	-5	-11.7	-7.3	-12.9	33
Territory:											
Hawaii.....	979	3,471	34,251	34.99	+1.2	+1.1	+2.3	+10.1	+14.3	+18.7	26

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> Obligations incurred from Federal, State, and local funds; exclude administrative expense and expense for hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with the advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for March 1938 and March 1939.

<sup>5</sup> Decrease of less than 0.1 percent.

<sup>6</sup> No approved plan for aid to dependent children for March 1938.

<sup>7</sup> Includes an unknown number of children 16 years of age and over.

<sup>8</sup> Includes approximately 2,658 children 16 years of age and over. Rate per 1,000 does not include these children.

<sup>9</sup> Increase of less than 0.1 percent.

<sup>10</sup> Excludes aid to dependent children administered by county governments to recipients not yet approved for aid under State plan.

<sup>11</sup> In addition, in 71 counties payments amounting to \$19,048 were made from local funds without Federal participation to 1,056 families in behalf of 2,400 children under the State mothers'-pension law. Some families receiving aid from this source for March also received aid under State plan for aid to dependent children approved by the Social Security Board.

the numbers of families and children had increased 21.5 percent and 18.7 percent, respectively, and the amount of obligations increased 20.5 percent in the 40 jurisdictions with plans approved by the Social Security Board for both months. In most States there had been considerable expansion over the year, but in a few States substantially smaller sums were expended for aid to dependent children in March 1939 than in March a year ago. In Arkansas, the District of Columbia, and Oklahoma total payments were more than 25 percent lower than in March 1938, and sizable percentage decreases in the amount expended were also recorded for Delaware, New Hampshire, New Mexico, and Washington.

#### Aid to the Blind

In March 1939 the number of recipients of aid to the blind and the total amount of payments to these recipients were about 0.5 percent higher than in February in the 42 jurisdictions administering plans approved by the Social Security Board. Most States reported small percentage changes in the number aided and in the amount of payments from February to March.

In Mississippi, which first made payments for aid to the blind in November 1938, the number aided and the amount of obligations incurred

Chart V.—Special types of public assistance in States with plans approved by the Social Security Board, February 1936–March 1939

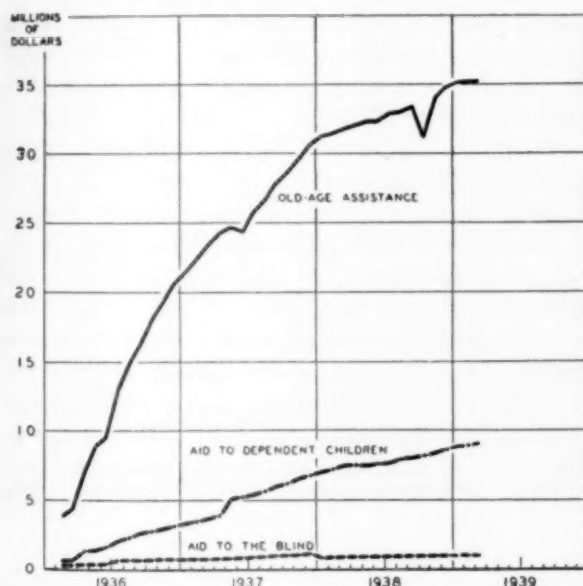
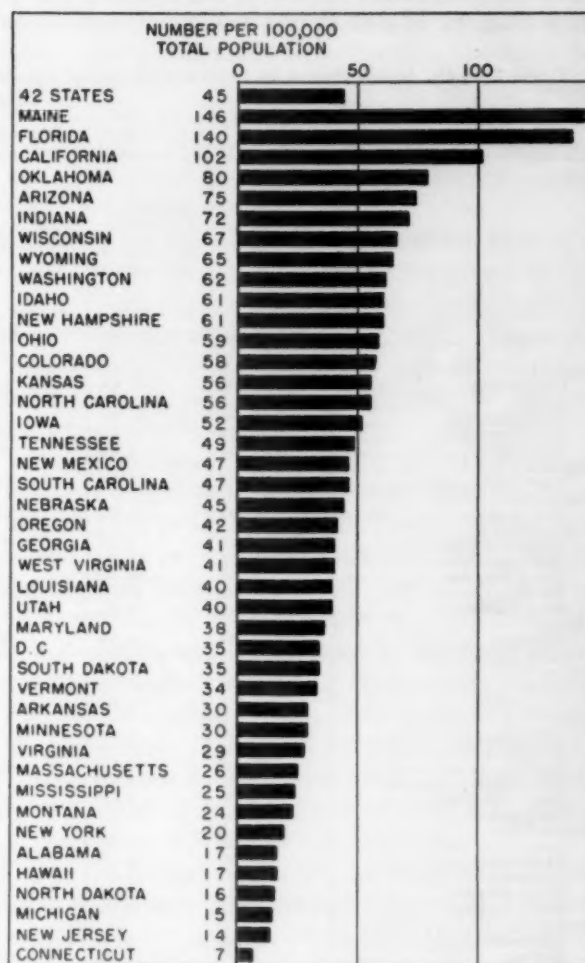


Chart VI.—Recipients of aid to the blind per 100,000 total population in States with plans approved by the Social Security Board, March 1939



increased about 8 percent. Connecticut reported an increase of 16 percent in the amount of payments, although the number of recipients rose only 1.6 percent.

Gains of 3 to 4 percent in both items were recorded for Alabama and Virginia. In Louisiana the number of persons aided and the volume of assistance increased 3.2 and 5.3 percent, respectively.

The only sizable percentage decrease occurred in Vermont, where the amount of payments declined 8.7 percent from February to March.

In March 1939, as compared with March 1938, the total number of recipients increased 17.3 percent, and the total amount of obligations increased 15.9 percent in the 40 jurisdictions administering

plans approved by the Social Security Board for both months. Although in most States larger sums were expended for aid to the blind in March 1939 than in March of the previous year, there

were 7 States—Arkansas, New Mexico, Oklahoma, South Carolina, Utah, Washington, and Wyoming—in which the decline in this item was 5 percent or more.

**Table 8.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, March 1939**

[Data reported by State agencies, corrected to Apr. 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average per recipient	Percentage change from—				Number of recipients per 100,000 estimated population <sup>3</sup>
				February 1939 in—		March 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	43,888	\$1,022,008	\$23.29	+0.5	+0.4	+17.3	+15.9	45
Region I:								
Connecticut.....	<sup>4</sup> 129	<sup>5</sup> 3,428	26.57	+1.6	+16.0	( <sup>6</sup> )	( <sup>6</sup> )	7
Maine.....	1,254	28,963	23.10	-3	+2	-3	+2.6	146
Massachusetts.....	1,130	24,901	22.04	+9	+1.1	+8.9	+16.6	26
New Hampshire.....	312	6,949	22.27	+3	+2.1	+6.5	+13.0	61
Vermont.....	130	2,359	18.15	-1.5	-8.7	-12.8	-2.6	34
Region II:								
New York.....	2,644	64,682	24.46	+2	-4	+10.0	+15.8	20
Region III:								
New Jersey.....	611	13,872	22.70	-5	-4	+8.7	+10.5	14
Region IV:								
District of Columbia.....	220	5,864	26.65	-1.3	-1.6	+14.6	+15.0	35
Maryland.....	635	13,511	21.28	( <sup>7</sup> )	-3	+10.4	+12.9	38
North Carolina.....	1,940	28,438	14.66	-7	-7	+3.7	+6.9	36
Virginia.....	780	10,047	12.88	+3.4	+3.4	( <sup>8</sup> )	( <sup>8</sup> )	29
West Virginia.....	766	13,275	17.33	+4	+4	+1.7	+7	41
Region V:								
Michigan.....	724	18,580	25.66	+3.1	+2.5	+33.1	+29.2	18
Ohio.....	3,941	78,316	19.87	+2	+3	+4.1	+8.5	59
Region VI:								
Indiana.....	2,494	48,668	19.51	( <sup>9</sup> )	+5	+8.5	+12.2	72
Wisconsin.....	1,961	44,335	22.61	-1.2	-1.1	+4	+3.3	67
Region VII:								
Alabama.....	494	4,340	8.79	+3.1	+3.9	+20.5	+7.2	17
Florida.....	<sup>10</sup> 2,342	<sup>10</sup> 34,095	14.56	+1.6	+1.5	+246.4	+218.6	140
Georgia.....	1,253	13,519	10.79	+2	-4	+30.7	+19.6	41
Mississippi.....	506	3,562	7.10	+7.9	+8.1	( <sup>11</sup> )	( <sup>11</sup> )	25
South Carolina.....	880	8,926	10.14	+1.1	+2.2	+28.3	-5.0	47
Tennessee.....	1,411	20,673	14.65	-3	-4	+58.2	+53.0	49
Region VIII:								
Iowa.....	1,318	30,629	23.24	+8	+8	+36.3	+35.5	32
Minnesota.....	799	20,105	25.16	+8	+1.5	+37.0	+57.3	30
Nebraska.....	607	12,379	20.39	+3	+3	+5.0	+8.6	45
North Dakota.....	115	2,312	20.10	( <sup>12</sup> )	-3	+15.0	+26.9	16
South Dakota.....	239	4,580	19.17	+3.0	+1.1	( <sup>11</sup> )	( <sup>11</sup> )	35
Region IX:								
Arkansas.....	623	4,117	6.61	+3	+2	-6.0	-31.7	30
Kansas.....	1,035	21,156	20.44	+1	-1.9	+60.2	+53.0	56
Oklahoma.....	2,036	32,830	16.12	+3	+1	-1.3	-8.5	80
Region X:								
Louisiana.....	845	11,346	13.43	+3.2	+5.3	+40.4	+47.6	40
New Mexico.....	200	2,875	14.38	( <sup>13</sup> )	-9	-2.9	-13.4	47
Region XI:								
Arizona.....	310	7,710	24.87	( <sup>14</sup> )	+6	+18.3	+24.1	75
Colorado.....	616	17,359	28.18	+1.0	+1.1	+4.2	+5.9	58
Idaho.....	300	6,492	21.64	+7	-6	+7.9	+2.9	61
Montana.....	129	2,698	20.91	+1.6	+2.1	( <sup>15</sup> )	( <sup>15</sup> )	24
Utah.....	207	5,243	25.33	-5	-3	-15.5	-16.9	40
Wyoming.....	152	4,368	28.74	+7	-2.1	-10.6	-11.9	65
Region XII:								
California.....	6,269	300,930	48.00	+3	+3	+14.6	+14.9	102
Oregon.....	431	10,921	25.34	-2	-2	+1.2	+1.6	42
Washington.....	1,033	31,635	30.62	+2	+1	-7	-11.5	62
Territory:								
Hawaii.....	67	990	14.78	( <sup>13</sup> )	( <sup>13</sup> )	( <sup>11</sup> )	( <sup>11</sup> )	17

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> Obligations incurred from Federal, State, and local funds; exclude administrative expense and expense for hospitalization and burials.

<sup>3</sup> Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for March 1938 and March 1939.

<sup>5</sup> Does not include aid to the blind administered under a State law without Federal participation.

<sup>6</sup> Connecticut had an approved plan for aid to the blind for March 1938 but did not request Federal funds.

<sup>7</sup> No change.

<sup>8</sup> No approved plan for aid to the blind for March 1938.

<sup>9</sup> Increase of less than 0.1 percent.

<sup>10</sup> Does not include aid to the blind administered by county governments to recipients not yet approved for aid under the State plan.

<sup>11</sup> Not computed, because figures for March 1938 are too small for comparison.

<sup>12</sup> Federal funds available, but no payments made for March 1938.

<sup>13</sup> Not computed, because figures for February 1939 are too small for comparison.



### *Case Turn-Over in the Special Types of Public Assistance*

In administering the special types of public assistance there is a continuous process of adding persons to the assistance rolls and of discontinuing aid to others; hence the net change in the case load depends upon the difference between the numbers of accessions and separations. This net change, however, does not indicate the extent of movement in the case load. In one State a large volume of accessions in relation to the case load may be offset by an equally large volume of separations, whereas in another State a small number of accessions in relation to the case load may be associated with a correspondingly small number of separations.

The total case load is a more inclusive count than the number of recipients in that it covers all cases open during the month, whether or not all these cases receive payment for the month. Ordinarily there will be some cases for which payments have been temporarily suspended and others which have been opened during the month for payments to begin in the following month or which have been closed during the month prior to receiving payment.

As a measure of the relative movement in the case load, rates of accessions and separations have been computed for each State for which data were available for March 1939, and these rates are shown in table 9. The accession rate is the number of cases opened during the month expressed as a percentage of the average of the number of cases open at the beginning and at the end of the month. The separation rate is computed by relating the number of cases closed to the average number of cases open.

In March 1939 the median percentage change in the number of aid to dependent children cases from the first to the last day of the month was an increase of 1.1 percent. For both old-age assistance and aid to the blind the median percentage change was an increase of 0.5 percent. The amount of movement in the case load which produced these net changes was substantially larger. The median accession rate for aid to dependent children was 3.0 percent as compared with 1.8 percent for old-age assistance and 1.6

percent for aid to the blind. The higher rates of accessions for aid to dependent children in some States may be partly attributable to the fact that the programs under the Social Security Act for this type of assistance have been in operation for relatively short periods. The median separation rate for aid to dependent children in March was 1.8 percent, whereas for old-age assistance and aid to the blind the median rates were 1.2 percent and 1.1 percent, respectively.

For old-age assistance the accession rates ranged from 0.1 percent in Maine to 11.0 percent in Virginia, where the program under the Social Security Act was initiated in September 1938. The separation rates varied from 0.8 percent in three States—Arizona, Florida, and Utah—to 2.1 percent in Pennsylvania.

Accession rates in March for aid to dependent children varied from none in New Hampshire and Washington to 41.2 percent in Florida, where payments under an approved plan were first made for September 1938. The high accession rate of 15.2 percent in Pennsylvania resulted from the transfer of general relief cases to the program for aid to dependent children. This marked expansion in case load coincided, however, with a decline in the number of families receiving assistance for March in that State. (See table 7.) Separation rates for this type of aid ranged from 0.2 percent in Hawaii to 7.9 percent in Colorado.

The variation in rates of accessions and separations which may underlie net changes of the same magnitude is apparent from the rates for aid to dependent children for March in several States. The net changes in the number of open cases from the beginning to the end of the month in Alabama, Michigan, New York, and Rhode Island varied only between 0.8 percent and 1.0 percent. In Alabama the accession and separation rates were 5.4 and 4.6 percent, respectively, and in Michigan 5.0 and 4.1 percent. In New York the accession rate was 2.6 percent and the separation rate 1.7 percent, and in Rhode Island the corresponding rates were 1.9 and 0.9 percent.

For aid to the blind the accession rates varied from 0.1 percent in Tennessee to 8.1 percent in Montana, and the separation rate from none in Hawaii to 2.7 percent in the District of Columbia.

**Table 9.—Average number of cases open at beginning and end of month and accession and separation rates for the special types of public assistance in States with plans approved by the Social Security Board, by regions and States, March 1939**

Region <sup>1</sup> and State	Old-age assistance			Aid to dependent children			Aid to the blind		
	Average number of cases open at beginning and end of month	Accession rate <sup>2</sup>	Separation rate <sup>3</sup>	Average number of cases open at beginning and end of month	Accession rate <sup>2</sup>	Separation rate <sup>3</sup>	Average number of cases open at beginning and end of month	Accession rate <sup>2</sup>	Separation rate <sup>3</sup>
First quartile.....		1.4	1.0		2.1	1.4		1.0	.8
Median.....		1.8	1.2		3.0	1.8		1.6	1.1
Third quartile.....		2.3	1.5		4.7	2.5		2.6	1.5
<b>Region I:</b>									
Connecticut.....	15,333	1.1	1.3				129	1.6	.8
Maine.....	11,631	.1	1.3	1,346	1.2	1.0	1,256	1.0	1.4
Massachusetts.....	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	9,832	3.0	1.3	1,125	2.0	1.1
New Hampshire.....	4,179	2.4	1.0	334	0	1.5	312	1.6	1.3
Rhode Island.....	6,179	1.8	1.7	1,055	1.9	.9			
Vermont.....	5,869	2.5	1.4	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
<b>Region II:</b>									
New York.....	112,663	1.9	1.7	36,049	2.6	1.7	2,660	1.7	1.5
<b>Region III:</b>									
Delaware.....	2,621	2.0	1.8	480	3.8	2.7			
New Jersey.....	28,489	2.7	1.5	11,532	2.2	1.5		1.9	2.5
Pennsylvania.....	86,943	1.4	2.1	25,417	15.2	2.5	634		
<b>Region IV:</b>									
District of Columbia.....	3,323	1.8	1.2	1,044	1.8	3.8	223	2.2	2.7
Maryland.....	17,715	1.8	1.5	7,933	3.8	3.8	647	1.4	.9
North Carolina.....	32,986	2.0	1.5	8,231	3.0	1.9	2,006	1.0	1.6
Virginia.....	11,258	11.0	1.5	915	7.1	2.2	800	4.3	1.4
West Virginia.....	18,012	1.7	1.5	6,482	4.6	1.9	765	.9	.3
<b>Region V:</b>									
Kentucky.....	44,807	1.5	.9						
Michigan.....	71,781	4.4	1.4	13,449	5.0	4.1	712	4.5	2.1
Ohio.....	111,661	1.4	.9	10,832	.8	1.9	3,953	1.8	1.9
<b>Region VI:</b>									
Illinois.....	127,748	2.0	1.1						
Indiana.....	61,050	3.8	1.6	16,188	3.3	1.8	2,510	.8	1.2
Wisconsin.....	45,276	2.0	1.1	11,249	2.6	1.5	1,983	1.0	1.7
<b>Region VII:</b>									
Alabama.....	18,520	3.2	1.9	6,137	5.4	4.6	527	2.8	.8
Florida.....	36,302	2.6	.8	1,349	41.2	.7	2,345	2.2	.3
Georgia.....	37,056	1.5	1.2	4,764	1.7	1.2	1,272	1.4	.9
Mississippi.....	19,846	1.5	1.2				523	6.5	.2
South Carolina.....	24,570	2.4	1.4	4,580	3.8	3.0	902	1.4	.9
Tennessee.....	21,822	.2	1.0	9,837	.3	.9	1,415	.1	.4
<b>Region VIII:</b>									
Iowa.....	51,410	1.7	1.5				1,329	2.9	1.3
Minnesota.....	66,773	1.4	1.0	7,452	3.8	1.6	799	.9	.9
Nebraska.....	27,745	1.5	1.1	4,957	2.8	2.6	603	1.5	1.2
North Dakota.....	8,075	1.9	1.5	2,020	2.9	1.4	118	1.7	.8
South Dakota.....	16,257	1.4	1.2				236	3.8	.8
<b>Region IX:</b>									
Arkansas.....	17,159	1.0	1.5	4,107	1.6	2.4	630	.8	.3
Kansas.....	23,623	2.6	1.3	5,842	5.3	1.5	1,055	3.4	1.9
Missouri.....	76,331	1.2	1.1	10,394	5.1	.7			
Oklahoma.....	66,524	1.5	.9	16,216	3.6	2.0	2,047	1.9	1.1
<b>Region X:</b>									
Louisiana.....	29,470	2.2	1.4	10,370	4.7	1.8	833	4.6	.7
New Mexico.....	3,852	1.6	1.6	1,556	3.3	1.7	201	1.0	.5
Texas.....	115,744	2.0	1.0						
<b>Region XI:</b>									
Arizona.....	7,080	2.8	.8	2,496	6.2	1.4	313	1.6	.6
Colorado.....	38,804	1.4	1.1	4,810	4.0	7.9	615	2.4	1.5
Idaho.....	9,038	1.2	2.0	2,757	2.3	2.9	305	1.3	1.0
Montana.....	12,652	1.1	1.2	2,211	2.8	1.2	149	8.1	1.3
Utah.....	13,694	1.1	.8	3,136	3.1	1.9	208	.5	.5
Wyoming.....	3,106	1.8	1.1	655	5.2	1.7	161	.6	2.5
<b>Region XII:</b>									
California.....	128,269	1.8	1.0	13,210	2.8	1.9	6,269	1.9	1.2
Nevada.....	2,198	1.6	1.0						
Oregon.....	18,954	1.7	1.2	1,618	2.6	1.1	435	1.4	1.1
Washington.....	38,697	5.0	1.2	5,736	0	2.1	1,044	1.4	1.7
<b>Territories:</b>									
Alaska.....	1,196	3.0	.9						
Hawaii.....	1,789	1.3	1.5	977	.4	.2	69	4.3	0

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> Cases opened as a percent of average number of cases open at beginning and end of month.

<sup>3</sup> Cases closed as a percent of average number of cases open at beginning and end of month.

<sup>4</sup> Data not available.

# STATISTICS BY STATES FOR FEBRUARY 1939

Payments to recipients under the various public-assistance and Federal work programs and the numbers benefited under these programs are shown by States in tables 10 and 11. In February, payments for all public assistance and earnings in the continental United States amounted to \$309.9 million, 2.0 percent less than the total expended for public aid in January. Underlying this decline

in the national total were decreases in 34 of the 49 States. The declines in these States ranged from 0.1 percent in Virginia to 16.4 in Vermont.

In four States—Massachusetts, Vermont, Washington, and Wyoming—total payments for public assistance and earnings were more than 10 percent below total expenditures for January. The decline of 10.1 percent in Massachusetts is attributable

Table 10.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, February 1939 <sup>1</sup>

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total.....	<sup>2</sup> \$309,931	\$46,233	\$44,910	\$2,327	\$20,689	\$150,218	\$4,532	\$2,414	\$4,466	<sup>3</sup> \$34,142
Alabama.....	4,194	224	25	51	540	2,111	37	42	146	1,018
Arizona.....	1,528	262	46	22	178	531	47	11	13	418
Arkansas.....	3,049	141	18	13	854	1,734	57	26	86	420
California.....	20,401	4,988	4,231	72	704	6,954	452	140	152	2,708
Colorado.....	3,844	1,274	256	27	205	1,444	217	31	51	339
Connecticut.....	3,725	450	643	( <sup>4</sup> )	225	1,722	67	19	56	543
Delaware.....	438	43	55	( <sup>4</sup> )	37	164	14	3	5	117
District of Columbia.....	2,061	136	45		63	676	105	18	13	1,005
Florida.....	3,691	574	53	12	319	2,107	55	28	73	470
Georgia.....	3,949	424	43	56	619	2,165	95	55	112	380
Idaho.....	1,105	266	<sup>4</sup> 40	5	95	510	40	14	29	106
Illinois.....	22,553	2,750	4,688	5	1,115	12,307	105	138	242	1,203
Indiana.....	8,184	1,453	881	2	482	4,630	66	65	93	512
Iowa.....	4,039	1,104	596	1	311	1,497	16	46	47	421
Kansas.....	3,399	639	327	134	265	1,476	57	53	90	358
Kentucky.....	4,190	400	<sup>4</sup> 60	6	458	2,461	78	49	110	538
Louisiana.....	4,080	532	109	5	436	2,065	24	41	113	755
Maine.....	1,567	319	281	2	131	468	23	14	42	287
Maryland.....	2,477	568	294	1	207	735	176	24	23	449
Massachusetts.....	14,264	2,783	1,961	1	651	7,207	146	74	137	1,304
Michigan.....	13,429	1,747	1,912	7	608	7,898	93	89	138	877
Minnesota.....	7,738	1,625	1,305	50	542	3,717	52	57	125	265
Mississippi.....	2,747	140	4	3	452	1,323	28	32	82	483
Missouri.....	8,692	1,675	461	182	792	4,611	79	66	120	706
Montana.....	2,476	325	147	168	172	1,025	75	17	30	517
Nebraska.....	2,871	613	150	159	249	1,368	29	30	61	212
Nevada.....	424	60	9		31	120	7	2	3	192
New Hampshire.....	1,417	117	236	1	56	507	15	9	21	455
New Jersey.....	11,043	905	1,941	3	615	5,858	159	53	143	1,366
New Mexico.....	1,110	77	13	13	164	479	22	9	37	296
New York.....	37,686	4,463	11,685	17	1,288	15,919	353	218	442	3,301
North Carolina.....	3,521	457	36	3	528	1,566	75	65	120	671
North Dakota.....	1,984	206	108	630	240	658	27	23	46	46
Ohio.....	21,020	3,017	1,868	7	992	13,994	45	131	175	791
Oklahoma.....	5,599	1,572	<sup>4</sup> 62	28	667	2,512	123	67	151	387
Oregon.....	2,394	474	197	14	171	1,039	55	24	30	390
Pennsylvania.....	29,894	3,040	7,407	4	1,313	14,854	332	169	290	2,485
Rhode Island.....	2,063	167	<sup>4</sup> 310	( <sup>4</sup> )	104	910	20	12	29	531
South Carolina.....	3,047	252	28	38	377	1,570	132	37	65	548
South Dakota.....	1,983	361	96	397	213	748	36	29	53	80
Tennessee.....	3,767	492	<sup>4</sup> 30	1	542	1,569	59	52	91	691
Texas.....	8,774	1,583	140	69	1,111	3,580	214	115	184	1,778
Utah.....	1,518	384	93	1	95	675	102	22	32	114
Vermont.....	607	101	74	( <sup>4</sup> )	41	303	28	7	7	46
Virginia.....	3,178	125	94	2	471	1,096	67	42	75	1,306
Washington.....	6,024	1,033	469	11	304	2,602	339	42	48	1,176
West Virginia.....	3,445	398	214	3	348	2,106	21	36	103	216
Wisconsin.....	8,100	1,400	1,117	78	461	4,272	39	64	121	548
Wyoming.....	643	91	53	22	57	173	31	4	9	203

<sup>1</sup> See footnotes on table 1.

<sup>2</sup> Includes \$3,000 not distributed by States.

<sup>3</sup> Less than \$1,000.

<sup>4</sup> Estimated.



primarily to a substantial drop in earnings of persons employed on projects operated by the Works Progress Administration, while the decrease of 11.6 percent in Washington reflects a marked contraction in the amount of earnings of persons employed on other Federal work and construction projects. In Wyoming, where total payments declined 13.2 percent, large percentage decreases occurred in the volume of earnings on projects operated by the WPA and on other Federal work and construction projects. The largest percentage decrease in total payments—16.4 percent—was recorded for Vermont, where the percent-

age declines in total payments for general relief and in the amount of earnings on projects operated by the WPA exceeded those in any other State.

The percentage gains in the total volume of public assistance and earnings from January to February were relatively small in most of the 15 States for which such increases were recorded. The largest—6.8 percent—occurred in Arkansas and was the result of increases in the amount of earnings on projects operated by the WPA and on other Federal work and construction projects in that State.

**Table 11.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, February 1939<sup>1</sup>**

State	Recipients of special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs					
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps <sup>1</sup>	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
		Families	Children					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total.....	1,803,926	296,148	717,711	67,075	1,845,209	122,885	293,395	2,904,620	84,974	374,661	242,435	<sup>2</sup> 341,605
Alabama.....	16,013	5,592	16,547	479	2,716	1,492	7,652	59,304	1,000	6,837	8,006	11,728
Arizona.....	6,889	2,299	6,580	310	3,560	3,380	2,531	10,221	925	1,511	774	4,315
Arkansas.....	16,995	4,024	10,976	621	3,869	612	7,852	52,414	1,934	5,536	4,360	6,413
California.....	127,636	13,131	32,566	6,253	138,342	5,318	9,982	110,233	6,973	16,829	7,369	23,976
Colorado.....	38,273	4,873	11,787	610	18,104	1,431	2,911	27,603	3,705	4,792	3,114	3,404
Connecticut.....	15,424	<sup>4</sup> 1,350	<sup>4</sup> 3,300	127	24,811	13	3,194	26,642	1,318	2,582	2,400	4,971
Delaware.....	2,618	475	1,116	-----	2,693	15	529	3,651	235	374	315	1,314
District of Columbia.....	3,262	1,012	3,106	223	1,727	-----	892	11,769	1,248	1,530	691	7,244
Florida.....	35,663	2,637	6,949	2,310	7,835	499	4,530	50,021	1,436	4,609	5,190	6,286
Georgia.....	36,293	4,679	12,488	1,250	7,081	1,685	8,773	62,909	2,774	10,504	6,804	6,559
Idaho.....	8,836	2,687	6,293	298	<sup>4</sup> 3,300	188	1,345	10,755	810	2,139	1,273	1,066
Illinois.....	126,847	<sup>4</sup> 7,500	<sup>4</sup> 17,000	<sup>4</sup> 7,700	197,688	250	15,813	231,504	2,065	21,338	12,805	11,520
Indiana.....	58,085	15,691	32,805	2,493	65,093	115	6,829	86,952	1,251	10,306	5,116	5,569
Iowa.....	51,003	<sup>4</sup> 3,000	<sup>4</sup> 7,000	1,307	34,344	21	4,405	30,267	370	6,661	2,841	3,006
Kansas.....	22,999	5,414	12,593	1,034	25,512	8,655	3,762	33,527	1,114	9,528	5,681	4,783
Kentucky.....	44,670	259	830	-----	<sup>4</sup> 7,300	254	6,923	62,844	1,703	8,885	6,452	6,451
Louisiana.....	29,275	10,280	20,566	819	8,304	380	6,183	51,759	546	5,589	5,796	8,267
Maine.....	11,701	1,324	3,423	1,258	12,748	62	1,863	9,789	525	1,909	1,337	3,361
Maryland.....	17,422	7,937	21,303	635	11,958	50	2,928	14,996	3,725	3,111	1,382	4,850
Massachusetts.....	76,469	9,801	23,681	1,120	72,034	27	9,229	122,537	1,928	10,661	5,916	11,872
Michigan.....	70,953	13,258	30,207	702	84,553	382	9,472	138,861	1,547	13,166	7,296	8,482
Minnesota.....	65,711	7,085	17,814	793	49,586	2,952	7,681	63,071	881	9,006	6,510	3,206
Mississippi.....	19,382	-----	469	1,111	143	6,412	46,422	848	5,808	5,407	7,417	
Missouri.....	74,387	8,351	20,246	3,543	39,423	13,107	11,231	102,397	1,737	11,614	7,325	7,767
Montana.....	12,662	2,189	5,095	127	9,304	7,363	2,444	18,041	1,424	3,020	1,320	4,310
Nebraska.....	27,376	4,838	10,915	605	12,278	10,161	3,531	28,565	570	4,746	3,602	2,445
Nevada.....	2,142	117	283	10	634	-----	446	2,419	123	241	177	1,475
New Hampshire.....	4,149	336	891	311	9,219	29	799	9,713	264	1,169	877	3,622
New Jersey.....	28,321	11,377	25,144	614	<sup>4</sup> 82,400	97	8,722	92,677	2,577	8,111	6,599	11,008
New Mexico.....	3,857	1,550	4,468	200	2,035	732	2,321	11,299	525	1,378	2,108	3,119
New York.....	110,019	35,493	70,694	2,640	310,692	599	18,253	236,615	5,290	32,079	20,464	23,025
North Carolina.....	32,265	7,913	21,361	1,963	6,681	162	7,492	47,087	1,952	8,487	8,123	10,196
North Dakota.....	7,939	1,997	5,587	115	6,736	30,004	3,413	14,071	546	4,124	3,262	600
Ohio.....	111,337	10,912	31,203	3,935	106,045	351	14,060	247,925	803	18,531	8,225	8,821
Oklahoma.....	66,141	15,799	36,342	2,029	<sup>4</sup> 17,009	1,164	9,467	65,046	3,162	14,236	7,740	5,000
Oregon.....	18,811	1,599	3,547	432	13,883	456	2,421	17,717	1,028	3,247	1,518	3,647
Pennsylvania.....	87,231	23,802	56,776	12,160	272,728	131	18,614	240,951	4,722	28,770	12,926	21,184
Rhode Island.....	6,265	1,057	2,863	<sup>4</sup> 50	<sup>4</sup> 11,800	17	1,471	15,087	306	1,460	1,346	3,841
South Carolina.....	24,007	4,210	12,339	870	2,805	1,323	5,351	45,690	3,017	6,310	4,265	7,235
South Dakota.....	16,285	2,199	4,967	232	6,438	20,660	3,019	15,658	672	5,804	3,570	737
Tennessee.....	21,946	9,843	26,365	1,415	<sup>4</sup> 5,400	75	7,691	50,306	2,063	8,646	5,788	10,339
Texas.....	113,786	113	239	-----	15,622	2,499	15,746	105,194	4,810	15,750	15,060	21,705
Utah.....	13,485	3,029	7,425	208	4,862	51	1,352	12,604	1,763	3,454	1,764	1,096
Vermont.....	5,754	427	1,251	132	3,480	17	577	6,015	551	999	417	557
Virginia.....	9,957	866	3,036	754	10,057	100	6,682	29,026	1,684	4,965	4,780	12,643
Washington.....	37,631	5,742	12,977	1,031	34,187	395	4,315	45,527	4,810	5,870	2,366	8,757
West Virginia.....	17,976	6,397	18,334	763	22,714	87	4,934	47,655	460	6,917	5,400	2,559
Wisconsin.....	44,747	11,058	25,827	1,984	53,554	4,475	6,539	75,332	742	10,883	5,872	5,072
Wyoming.....	3,041	626	1,576	151	2,968	906	813	4,062	572	619	697	1,584

<sup>1</sup> See footnotes on table 2.

<sup>2</sup> Figures represent number of persons enrolled, by State of origin, as of last day of month.

<sup>3</sup> Includes 31 persons not reported by States.

<sup>4</sup> Estimated.

# STATISTICS FOR URBAN AREAS

## Public and Private Aid in 116 Urban Areas

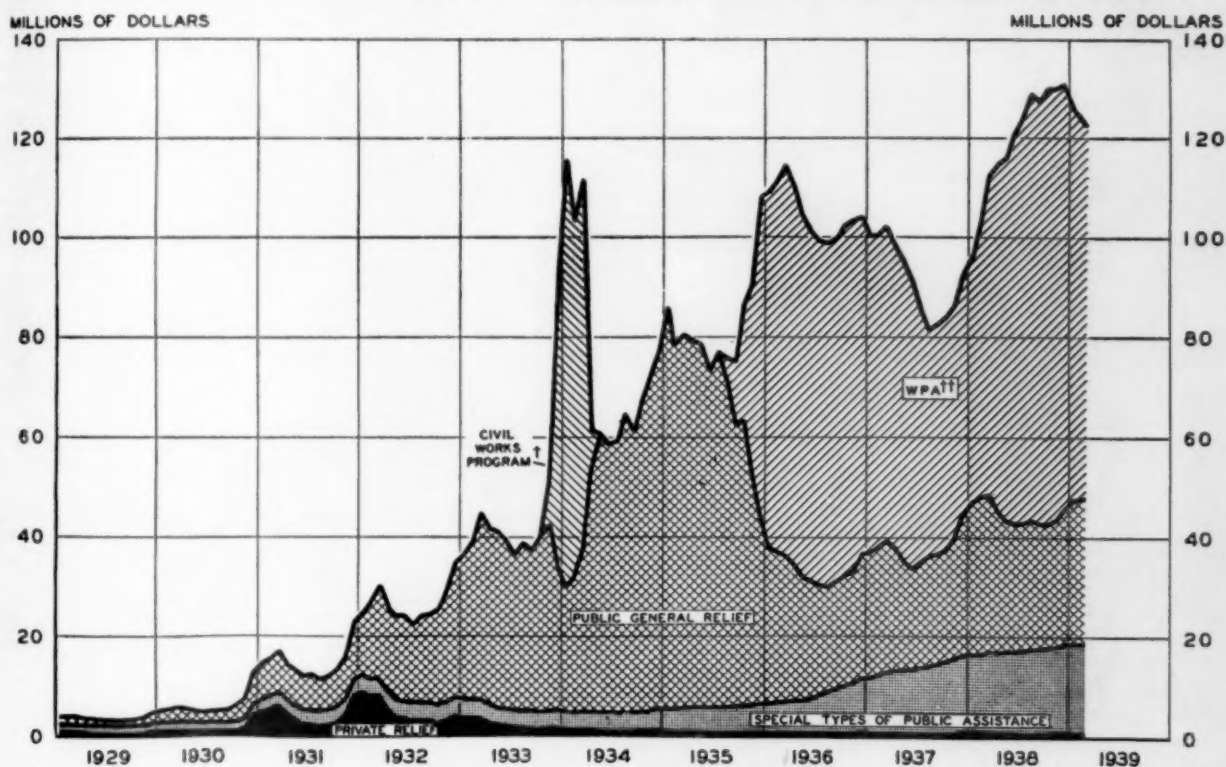
In February 1939 a total of \$122.4 million was expended in 116 urban areas for payments to recipients of the special types of public assistance and of public and private general relief and for earnings of persons employed on work projects operated by the Works Progress Administration. This amount does not include earnings of persons employed on WPA-financed projects operated by other Federal agencies, or of those employed on other Federal work and construction projects, earnings of students under the program of the National Youth Administration, and earnings of persons enrolled in the Civilian Conservation Corps.

The population of the urban areas comprised 37 percent of the total population and 66 percent of the urban population of the continental United States in 1930.

From January to February the total amount expended for public and private assistance and for earnings of persons employed on projects operated by the WPA decreased \$3.1 million, or 2.5 percent, thus continuing the downward movement begun in the previous month. Furthermore, aggregate expenditures in February were lower than those in any month since June 1938, when the total amount spent was \$120.5 million. The decrease in the total amount expended in February was caused almost entirely by the decline of \$3.7 million—approximately 5 percent—in the earnings of persons employed on projects operated by the WPA.

The decrease in WPA earnings was offset in part by an increase in public expenditures for other types of assistance. Payments to recipients of public general relief were 1.7 percent greater in February than in January, and the total amount of obligations incurred for old-age assistance, aid

Chart I.—Public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration and under the Civil Works Program in 116 urban areas, January 1929–February 1939



†Earnings of all persons employed under the Civil Works Program, including the administrative staff.

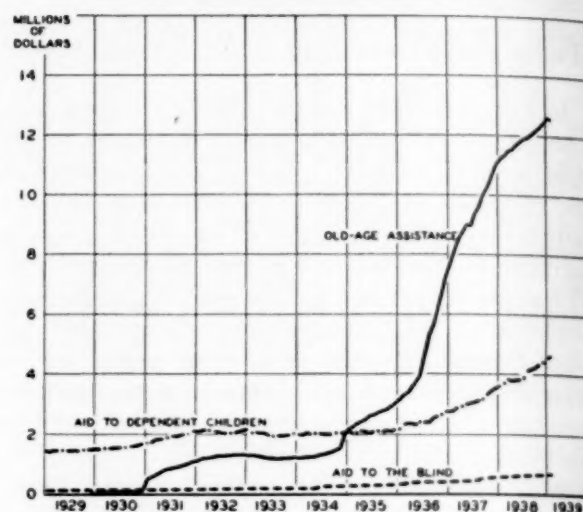
‡Earnings on projects operated by the Works Progress Administration within the areas.

to dependent children, and aid to the blind increased 0.5 percent. Expenditures for relief from private funds showed a drop of less than 1 percent from January to February, but, because of the small volume of such expenditures, the effect of this decline on the total was almost imperceptible.

In 79 of the 116 urban areas total expenditures for public and private assistance and WPA earnings declined from January to February. In only 13 of the 79 areas, however, were the declines 10 percent or more. On the other hand, in only 3 of the 37 urban areas in which the expenditures rose were the increases as much as 10 percent.

The total volume of assistance and earnings in the 116 urban areas was approximately 20 percent greater in February 1939 than in the same month of the previous year. Earnings of persons employed on projects operated by the WPA increased 36.1 percent, and the amount of obligations incurred for the three special types of public assistance increased 14.6 percent for February 1939

Chart II.—Special types of public assistance in 116 urban areas, January 1929–February 1939



as compared with February 1938; general relief from public funds and from private funds declined 6.4 percent and 14.7 percent, respectively.

Table 1.—Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Works Progress Administration, 116 urban areas, February 1939

[Corrected to Apr. 20, 1939]

Type of administrative agency	Number of cases <sup>1</sup>	Amount <sup>2</sup>	Percentage change from—				Percentage distribution of amount		
			January 1939 in—		February 1938 in—		February 1939	January 1939	February 1938
			Number of cases	Amount	Number of cases	Amount			
Total.....	( <sup>3</sup> )	\$122,425,516		-2.5		+19.4	100.0	100.0	100.0
Public agencies.....	( <sup>4</sup> )	\$121,545,830		-2.5		+19.8	99.3	99.3	99.0
Agencies administering:									
General relief <sup>5</sup> .....	1,001,874	29,139,199	+3.9	+1.7	-6.8	-6.4	23.8	22.8	30.4
Special types of assistance.....	656,545	17,938,176	+1.1	+5	+12.3	+14.6	14.7	14.2	15.2
Old-age assistance.....	521,376	12,577,818	+6	+2	+10.0	+11.4	10.3	10.0	11.0
Aid to dependent children <sup>6</sup> .....	112,623	4,645,043	+3.7	+1.4	+23.6	+24.9	3.8	3.6	3.6
Aid to the blind <sup>7</sup> .....	22,547	715,315	+3	+4	+14.4	+12.9	.6	.6	.6
Works Progress Administration <sup>8</sup> .....	( <sup>9</sup> )	74,468,455	( <sup>9</sup> )	-4.7	( <sup>9</sup> )	+36.1	60.8	62.3	53.4
Private agencies <sup>10</sup> .....	( <sup>11</sup> )	\$879,686		-2		-15.1	.7	.7	1.0
Nonsectarian agencies.....	20,115	376,639	-8	+1.5	-10.7	-17.4	.3	.3	.4
Jewish agencies.....	6,348	168,154	-1.9	+1.6	-9.1	-8.9	.1	.1	.2
Catholic agencies.....	10,639	181,625	-7.9	-1.8	-10.8	-13.7	.2	.2	.2
Salvation Army.....	6,576	31,661	-7.6	-11.3	-7.6	-13.4	( <sup>11</sup> )	( <sup>11</sup> )	( <sup>11</sup> )
Other private agencies.....	10,456	121,607	-6.9	-1.8	-11.0	-18.1	.1	.1	.2

<sup>1</sup> Case figures incomplete, since certain agencies reporting amount of relief failed to report number of cases aided.

<sup>2</sup> Figures do not include cost of administration, or of materials, equipment, and other items incident to operation of work programs.

<sup>3</sup> Total number of cases aided by public and private agencies or by either group separately cannot be obtained by adding the figures shown in this column, since an unknown number of cases receive relief from more than 1 type of agency.

<sup>4</sup> Includes estimates amounting to \$107,601.

<sup>5</sup> Public agencies administered \$1,566 of private funds while private agencies administered \$25,519 of public funds, so that total amounts contributed from public and private sources, respectively, were \$121,569,783 and \$855,733.

<sup>6</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>7</sup> Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the act.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during the month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>9</sup> Data not available.

<sup>10</sup> Includes direct and work relief and aid to veterans.

<sup>11</sup> Less than 0.1 percent.



**Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, February 1939**

[Corrected to Apr. 20, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		January 1939	February 1938
Alabama:											
Birmingham	County	\$679,302	\$679,195	\$7,291	\$22,105	\$19,595	\$783	\$629,421	\$107	+0.9	+61.9
Mobile	do	145,264	144,932	1,010	7,668	1,467	162	134,625	332	-3.4	+26.3
California:											
Los Angeles	do	5,984,334	5,990,947	1,658,919	1,668,471	192,619	146,258	2,294,680	\$23,387	+2.4	+22.6
Oakland	do	1,473,352	1,470,208	279,720	242,287	49,050	22,459	876,692	3,144	-0.5	+9.4
Sacramento	do	328,551	326,702	72,260	102,897	18,147	7,049	126,349	1,849	+4.4	+14.6
San Diego	do	677,390	676,517	145,274	207,455	20,923	9,325	293,540	873	+7	-4.8
San Francisco	do	2,000,420	1,983,505	359,739	305,721	43,460	22,886	1,251,699	16,915	+4	+9.6
Colorado: Denver	do	715,006	712,417	79,728	304,263	49,903	3,523	278,000	2,589	-4.2	-0.8
Connecticut:											
Bridgeport	City	546,203	544,009	\$65,974	25,105	5,852	272	\$446,806	\$2,194	-1.8	+30.7
Hartford	do	295,302	279,005	\$65,183	43,782	6,594	576	162,870	16,297	-10.0	+5.1
New Britain	do	96,031	95,658	\$16,951	10,058	2,397	110	66,142	373	-29.9	+3.9
New Haven	do	678,003	673,329	\$79,499	43,337	7,854	880	\$541,789	4,674	-4.3	+24.2
Delaware: Wilmington	County	214,381	209,636	51,996	16,306	9,323		132,011	\$4,745	-3.1	+42.9
District of Columbia: Washington	City	876,282	857,874	\$45,232	83,200	46,929	5,957	676,496	\$18,408	-1.3	+46.9
Florida:											
Jacksonville	County	416,787	415,846	5,997	46,891	6,087	3,020	353,851	941	-1.9	+65.2
Miami	do	184,542	180,367	5,657	44,646	8,816	3,101	118,147	4,175	-3.2	+78.9
Georgia: Atlanta	do	705,381	699,621	26,332	32,282	19,010	2,096	620,901	5,760	+7	+47.4
Illinois:											
Chicago	do	11,013,530	10,923,666	3,345,377	990,853	78,793	75,746	\$6,432,897	80,864	-1.2	+32.7
Springfield	do	290,973	288,189	58,588	34,620	1,838	4,380	188,763	2,784	-1	+68.2
Indiana:											
Evansville	do	387,262	385,730	60,437	34,253	17,120	1,523	273,397	532	+1.0	+38.0
Fort Wayne	do	302,534	299,725	45,281	32,422	20,858	1,372	190,792	2,809	+9.7	+34.4
Indianapolis	do	1,163,759	1,155,327	152,498	113,023	68,377	6,120	815,309	8,432	+7.0	+17.5
South Bend	do	389,984	389,460	56,795	29,942	17,782	941	284,000	524	+5.5	+23.7
Terre Haute	do	415,246	414,445	19,690	41,003	15,464	2,001	336,288	800	-0.8	+35.4
Iowa:											
Des Moines	do	516,202	514,719	63,482	82,486	3,720	4,460	360,571	1,483	-7.7	-4.2
Sioux City	do	231,632	230,703	72,631	37,599	\$3,900	1,506	115,067	929	-4.4	+8.1
Kansas:											
Kansas City	do	365,192	364,914	31,844	31,289	14,785	1,774	285,222	278	-2.1	+34.1
Topeka	do	137,113	136,783	14,155	17,350	8,189	1,066	96,023	330	+1.5	+1.7
Wichita	do	211,120	210,324	60,658	34,146	13,935	1,772	99,813	796	-7.0	+18.3
Kentucky: Louisville	do	370,395	362,566	\$23,305	31,432	10,991		296,838	\$7,829	-5.5	+47.5
Louisiana:											
New Orleans	Parish	1,174,749	1,165,381	38,467	56,065	73,271	3,634	963,944	\$9,368	-4	+21.3
Shreveport	do	51,595	51,306	7,394	11,977	10,638	290	21,007	289	+3.9	+89.7
Maine: Portland	City	196,317	194,249	27,880	17,513	3,296	1,249	\$114,611	2,068	+8.9	+14.8
Maryland: Baltimore	do	892,555	876,331	269,075	158,598	160,724	9,074	278,860	16,224	+1.5	+14.8
Massachusetts:											
Boston	do	3,011,663	2,937,255	800,611	395,626	194,660	7,634	1,838,724	74,408	-10.2	+26.9
Brockton	do	250,522	247,269	39,257	55,980	7,301	464	144,267	3,253	-13.8	+21.2
Cambridge	do	296,604	292,961	77,037	38,552	15,583	810	160,979	3,643	-9.5	+21.0
Fall River	do	338,757	338,607	48,314	53,977	12,064	883	223,369	150	-9.8	+9.7
Lawrence	do	202,750	201,859	26,111	41,906	8,357	565	127,920	891	-20.2	+23.4
Lowell	do	380,422	378,515	60,648	62,944	14,653	802	239,408	1,907	-16.2	+10.8
Lynn	do	314,513	311,839	52,883	72,199	9,314	658	176,785	\$2,674	-12.9	+21.2
Malden	do	130,991	130,952	42,919	29,743	4,744	290	63,286	39	-9.1	+6.4
New Bedford	do	332,814	330,834	75,998	74,188	11,134	811	168,703	1,980	-14.4	+24.2
Newton	do	110,647	108,671	40,033	16,478	8,289	106	43,765	1,976	-8.2	+22.6
Springfield	do	415,509	410,432	126,434	72,601	16,957	698	193,742	\$5,077	-11.7	+16.6
Worcester	do	524,465	520,384	184,843	82,727	22,940	933	228,941	4,081	-8.0	+23.7
Michigan:											
Detroit	County	4,928,948	4,911,645	853,568	251,451	334,694	4,859	3,467,073	\$17,303	+7	+17.2
Flint	do	511,508	511,236	117,433	51,034	23,634	480	318,655	272	+1.4	+2.1
Grand Rapids	do	717,924	717,139	72,122	94,120	35,424	1,550	513,923	\$785	+1	+36.1
Pontiac	do	446,411	446,214	79,320	46,085	29,390	495	290,924	197	+6.2	+11.0
Saginaw	do	244,419	243,895	53,138	27,560	17,052	472	145,673	524	+7.6	+49.1
Minnesota:											
Duluth	do	833,864	827,881	185,323	110,518	30,457	2,210	499,373	5,983	-4.2	+24.4
Minneapolis	do	1,819,518	1,811,145	517,732	291,115	45,071	4,424	952,808	8,373	-3.9	+7.3
St. Paul	do	1,013,049	1,007,908	291,038	112,219	30,845	2,834	580,972	\$5,141	-17.7	+4.8
Missouri:											
Kansas City	do	1,033,823	1,023,241	\$107,055	156,709	8,833	10,600	740,044	\$10,582	-6	+52.1
St. Louis	City and county	2,144,487	2,120,140	169,885	202,449	37,496	17,350	1,692,960	24,347	-1.0	+41.5
Nebraska: Omaha	County	605,563	594,610	\$8,393	84,515	29,025	2,081	470,596	\$10,953	-8.4	+8
New Jersey:											
Jersey City	City	1,150,575	1,150,142	157,590	22,855	23,349	1,037	\$945,311	433	-4.2	+32.6
Newark	do	1,757,441	1,754,987	56,016	54,245	66,971	1,964	\$1,065,701	\$2,454	-7.0	+3.1
Trenton	do	369,150	367,216	91,872	16,289	14,076	697	\$244,282	1,034	+4.2	+6.2

See footnotes at end of table.

**Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, February 1939—Continued**

[Corrected to Apr. 20, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds					Private funds <sup>2</sup>	Percentage change in total from—		
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>		WPA earnings <sup>6</sup>	January 1939	February 1939
New York:											
Albany.....	City.....	\$265,303	\$262,948	\$54,603	\$13,542	\$4,065	\$640	\$190,098	\$2,355	-3.4	+18.1
Buffalo.....	County.....	1,702,815	1,688,651	874,884	104,058	69,470	4,433	635,806	14,164	-12.3	-1.0
New Rochelle.....	City.....	109,548	109,325	72,838	10,872	7,837	29	17,749	223	-4.5	-5.8
New York.....	do.....	21,987,252	21,808,007	7,254,879	1,310,358	1,228,050	36,704	11,978,016	\$179,245	-2.2	+5.1
Niagara Falls.....	do.....	165,006	163,983	73,940	7,910	6,977	112	75,044	1,023	-2.6	+22.7
Rochester.....	do.....	940,819	936,993	472,541	105,911	44,517	2,517	311,507	3,826	-3.4	+14.5
Syracuse.....	County.....	649,978	645,457	\$335,594	68,865	22,674	1,042	217,282	\$4,521	-3.9	+6.7
Utica.....	City.....	251,558	248,757	76,540	25,636	13,794	353	132,434	2,781	+2.0	+6.9
Yonkers.....	do.....	346,100	344,548	116,347	22,186	19,786	403	185,796	1,552	-4.0	+4.4
North Carolina:											
Asheville.....	County.....	142,243	142,243	2,266	10,749	4,699	945	123,584	542	-2.9	+49.3
Charlotte.....	do.....	98,947	98,405	5,844	15,368	6,109	1,368	69,716	67	+2.5	+68.4
Greensboro.....	do.....	102,495	102,428	1,992	15,992	6,607	1,252	76,585	4,626	+7.8	+49.1
Winston-Salem.....	do.....	119,838	115,212	5,500	13,270	5,296	1,025	90,121	4,626	-1.8	+36.5
Ohio:											
Akron.....	do.....	1,267,795	1,265,136	75,756	72,577	17,556	1,980	1,097,317	2,659	-5.2	+60.1
Canton.....	do.....	568,090	567,957	50,766	75,036	11,680	2,033	428,442	103	-4.3	+64.4
Cincinnati.....	do.....	1,277,691	1,262,301	284,689	177,832	41,446	5,461	752,873	15,390	+1.0	+13.6
Cleveland.....	do.....	5,442,565	5,404,834	528,513	215,577	105,043	7,646	4,548,055	37,731	-8	+62.2
Columbus.....	do.....	972,063	970,212	126,421	145,464	21,303	6,057	670,967	1,851	-5.9	+37.4
Dayton.....	do.....	685,560	684,068	127,191	100,787	15,519	2,470	438,101	1,492	-0.6	+23.6
Springfield.....	do.....	224,534	224,834	29,003	53,654	8,291	1,883	135,003	453	-3.5	+57.2
Toledo.....	do.....	1,381,998	1,381,545	176,334	117,243	16,871	4,376	1,066,721	364	-9.7	+27.8
Youngstown.....	do.....	683,661	682,297	59,045	47,644	13,800	3,093	569,712	2,286	-3.2	+47.5
Oklahoma: Tulsa.....	do.....	262,359	256,073	14,411	88,700	18,309	2,665	131,988	6,296	-9	+17.1
Oregon: Portland.....	do.....	727,004	724,451	117,904	153,398	18,024	4,685	430,440	2,553	-3.9	+10.6
Pennsylvania:											
Allentown.....	do.....	350,269	349,463	61,936	24,969	9,007	5,295	247,336	\$806	+9	+11.9
Altoona.....	do.....	381,619	381,553	77,836	32,380	13,037	5,994	252,306	66	-2.0	+17.8
Bethlehem.....	do.....	350,043	349,265	55,694	25,087	12,649	5,370	250,485	778	-6.6	+17.6
Chester.....	do.....	353,798	351,931	82,239	32,796	14,600	7,167	214,129	1,867	-2.7	+19.9
Erie.....	do.....	464,868	464,806	114,534	48,644	15,496	7,774	280,358	62	-3.4	+26.1
Johnstown.....	do.....	596,012	595,584	134,680	40,427	25,451	7,215	387,811	428	+2.3	+63.0
Philadelphia.....	do.....	4,644,236	4,595,911	2,521,380	359,376	210,678	67,551	1,436,926	\$48,325	-2.7	+8.3
Pittsburgh.....	do.....	4,266,935	4,246,257	1,455,171	245,637	123,651	37,318	2,384,480	\$20,678	-2.3	+23.5
Reading.....	do.....	481,112	479,935	99,155	40,704	11,164	9,420	318,729	\$1,177	-2.1	+29.2
Scranton.....	do.....	1,263,152	1,259,883	208,771	54,523	31,296	9,536	955,757	\$3,269	-4.2	+19.9
Wilkes-Barre.....	do.....	1,698,570	1,697,092	348,993	60,745	44,884	13,687	1,228,783	1,478	-2.1	+8.7
Rhode Island: Providence.....	City.....	895,759	890,135	153,640	52,528	19,317	368	664,282	5,624	+7.1	+10.2
South Carolina: Charleston.....	County.....	212,689	211,991	4,484	10,492	4,374	563	192,078	608	+4.5	+87.0
Tennessee:											
Knoxville.....	do.....	129,213	128,893	3,431	16,744	15,618	888	92,212	320	-27.4	+5.2
Memphis.....	do.....	292,397	287,291	3,601	36,746	19,599	4,082	223,263	5,106	+3.3	+47.6
Nashville.....	do.....	201,567	199,700	4,913	25,867	16,940	2,533	149,447	1,867	-11.8	-38.4
Texas:											
Dallas.....	do.....	374,064	370,258	27,240	89,412	888	-----	262,718	\$3,806	-4	+30.0
El Paso.....	do.....	93,879	93,516	91	12,097	-----	-----	81,328	363	+15.1	+63.8
Fort Worth.....	do.....	348,454	348,156	23,626	67,375	-----	-----	257,155	298	+1.5	+27.7
Houston.....	do.....	339,748	337,134	34,446	74,659	-----	-----	228,029	2,614	+7.5	+24.8
San Antonio.....	do.....	366,692	362,296	65,066	-----	-----	-----	297,230	4,396	+11.2	+67.7
Utah: Salt Lake City.....	do.....	442,072	440,168	45,750	92,147	36,402	1,087	264,782	\$1,904	+2	+21.6
Virginia:											
Norfolk.....	City.....	149,856	148,912	7,912	2,974	971	716	136,339	\$944	+19.7	+114.5
Richmond.....	do.....	176,798	170,858	29,763	8,141	1,293	691	130,970	5,940	-1.3	+42.6
Roanoke.....	do.....	36,804	36,804	2,641	2,641	876	353	30,184	-----	+3	+11.3
Washington:											
Seattle.....	County.....	1,068,783	1,062,863	152,681	231,890	36,451	8,234	633,607	5,920	-1.5	-15.2
Tacoma.....	do.....	502,060	502,060	56,529	93,189	20,376	2,795	329,171	-----	-7	-13.2
West Virginia: Huntington.....	do.....	221,170	220,452	12,454	10,746	5,187	718	191,347	718	-4.1	+36.1
Wisconsin:											
Kenosha.....	do.....	266,129	265,824	35,397	21,066	15,449	1,423	192,489	305	-8	+28.8
Madison.....	do.....	307,836	307,576	36,187	44,553	21,573	990	204,273	260	+3	+32.2
Milwaukee.....	do.....	2,520,357	2,510,812	504,929	177,649	104,839	8,533	1,714,862	\$9,545	-6.4	+30.0
Racine.....	do.....	260,077	259,175	64,510	24,739	18,634	820	150,472	902	-1.0	+52.0

<sup>1</sup> Figures do not include cost of administration, or of materials, equipment, and other items incident to operation of work programs.

<sup>2</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>3</sup> Includes data for areas in States with plans approved by the Social Security Board and for areas in States not participating under the act.

<sup>4</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during the month. Figures are not available for

these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Includes estimate.

<sup>7</sup> Figures relate to county.

<sup>8</sup> Figures relate to city.

<sup>9</sup> Estimated.

<sup>10</sup> Figures incomplete, since data are not obtainable for 1 relief program.

## General Relief Operations of Public Agencies in Selected Large Cities, March 1939

Data on general relief operations during the month of March were received from 18 agencies in 16 cities. Figures for Cincinnati are included in the tabulations for the first time. The report from Minneapolis was not received in time to be included, and reports from Boston and New Orleans were not available. With these three exceptions, the data cover all cities in the United States with populations of more than 400,000, and also Rochester, New York, which is somewhat smaller.

Any comparison of figures for Los Angeles and San Francisco with those for other cities should take into consideration the fact that the State Relief Administration aids employable cases and the county departments of public welfare aid unemployable cases. It should be noted, also, that the relief agency in the District of Columbia, because of a shortage of relief funds, accepts only unemployable cases, including some cases temporarily unemployable.

### Cases Aided and Amount of Relief

In March, the aggregate number of open cases on the rolls of the 18 agencies was 676,750, of

which 643,919 received relief amounting to \$21,487,647. For the 18 agencies the increase from February to March was less than 2 percent in the number of cases aided and less than 5 percent in the amount of relief granted. The increase in obligations incurred was probably caused in part by the fact that March had 3 more days than February. Thirteen agencies reported increases in the amount of relief granted; the increases amounted to 13 percent in Detroit, Philadelphia, and Pittsburgh, and to less than 10 percent in all other agencies. (See table 3.) Fifteen agencies reported an increase in the number of cases aided; the increase amounted to 15 percent in San Francisco (State Relief Administration) and to less than 5 percent in the other agencies.

Data are available for 14 agencies, from which it was possible to compute the average amount of relief per family case and per single-person case. The average amount ranged from \$25.74 in Cincinnati to \$51.35 in San Francisco (Public Welfare Department) per family case and from \$8.29 in St. Louis to \$31.03 in New York per single-person case. The average amount of relief per case does not necessarily reflect standards or adequacy of relief. Many factors must be taken into consideration in comparing data for the various cities. Among these are community differences

Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case in selected cities, March 1939

City or county agency	Number of cases receiving relief	Amount of relief <sup>1</sup>	Average amount		Percentage change from February 1939 in—	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore.....	9,573	\$255,965	( <sup>2</sup> )	( <sup>2</sup> )	+1.6	-2.1
Buffalo.....	23,987	903,484	\$42.83	\$20.15	+3.2	+1.2
Chicago.....	113,848	3,164,029	( <sup>2</sup> )	( <sup>2</sup> )	+3.3	+3.1
Cincinnati.....	10,295	244,433	25.74	17.30	+9	-4.9
Cleveland.....	19,455	468,934	29.04	15.87	+1.8	+8.1
Detroit.....	22,656	823,764	38.79	26.07	+2.8	+13.4
District of Columbia.....	1,792	48,741	32.09	19.39	+3.8	+8.8
Los Angeles: <sup>3</sup>						
Department of Charities.....	17,256	387,205	34.85	16.25	-4.1	-.5
State Relief Administration.....	35,543	1,311,962	41.57	17.57	+1.4	+3.4
Milwaukee: <sup>4</sup>	22,647	580,279	31.69	11.76	-.1	+7.9
Newark.....	16,932	525,011	36.55	20.59	-4.3	-1.7
New York.....	175,950	7,303,981	47.20	31.03	+9	+1.4
Philadelphia.....	87,957	2,843,242	( <sup>2</sup> )	( <sup>2</sup> )	+2.1	+13.0
Pittsburgh: <sup>5</sup>	54,212	1,642,657	( <sup>2</sup> )	( <sup>2</sup> )	+1.9	+13.2
Rochester.....	10,441	438,894	47.20	18.44	+1.6	+3.7
St. Louis.....	7,881	164,999	27.82	8.29	+4.3	+7.5
San Francisco:						
Public Welfare Department.....	3,699	107,372	51.35	21.80	+3	-.1
State Relief Administration.....	9,825	273,295	40.59	16.70	+14.8	+8.4

<sup>1</sup> Figures do not include the cost of administration; of materials, equipment, and other items incident to the operation of work programs; or expense for special programs, hospitalization, and burials.

<sup>2</sup> Data not available.

<sup>3</sup> Includes 9,442 cases receiving \$202,941 in aid from special departments: Transportation Service, 742 cases, \$20,119; Children's and Minors' Service, 2,222 cases, \$51,526; Nursing Home Service, 26 cases, \$920; Veterans' Service, 3,442 cases, \$113,670; and Shelter Division, 3,010 cases, \$16,706.

<sup>4</sup> Includes data for entire county in which city is located.

<sup>5</sup> Includes \$22,718 which was estimated as covering the cost of operating the commissary.

<sup>6</sup> Includes duplications, since in some cases relief was granted more than once during the month.



**Table 4.—General relief cases in households receiving other types of income or assistance in selected cities, March 1939**

City or county agency	Number of cases receiving relief	Percent of general relief cases in households receiving 1—				
		WPA earnings	Earnings from regular employment	Unemployment compensation	Old-age assistance	Aid to dependent children
Baltimore.....	9,573	-----	0.9	1.4	1.6	31.3
Buffalo.....	23,987	7.1	8.4	.3	2.0	1.1
Chicago.....	113,848	2.9	( <sup>2</sup> )	( <sup>2</sup> )	2.0	( <sup>2</sup> )
Cincinnati.....	* 10,641	2.7	1.9	.3	.9	( <sup>2</sup> )
Cleveland.....	19,455	15.0	6.1	.4	( <sup>2</sup> )	-----
Detroit.....	22,656	11.0	6.3	1.5	2.7	-----
Los Angeles: State Relief Adm.....	* 32,321	1.4	( <sup>2</sup> )	* 3.7	-----	-----
Milwaukee.....	22,647	19.0	5.6	.9	1.2	.2
Newark.....	16,932	3.9	23.7	4.3	-----	-----
New York.....	175,950	8.0	( <sup>2</sup> )	.4	3.5	2.0
Philadelphia.....	* 81,350	.6	( <sup>2</sup> )	.5	( <sup>2</sup> )	( <sup>2</sup> )
Pittsburgh.....	* 49,236	2.8	( <sup>2</sup> )	.9	( <sup>2</sup> )	( <sup>2</sup> )
Rochester.....	10,441	7.2	14.4	.6	4.8	2.6
San Francisco: State Relief Adm.....	* 8,432	2.2	( <sup>2</sup> )	* 1.6	-----	-----

<sup>1</sup> Data on the number of general relief cases which also received aid to the blind are available for Baltimore, Buffalo, Cincinnati, Milwaukee, and Rochester. Such cases amount to only 0.1 percent of the cases receiving relief in these cities.

<sup>2</sup> Data not available.

<sup>3</sup> Unemployment compensation not yet payable in Illinois.

<sup>4</sup> Cases open on last day of month.

<sup>5</sup> Less than 0.1 percent.

<sup>6</sup> Base used is number of cases receiving relief, rather than figures shown in first column of this table.

with respect to the cost of living, agency differences in administrative practice with respect to items included in the budget and methods of distribution of relief, the proportion of cases in which general relief was supplementary to other income or assistance, and turn-over in case loads.

#### General Relief in Addition to WPA Earnings or Public Assistance

Thirteen of the fifteen agencies administering relief to employable cases reported the number receiving general relief to supplement earnings from WPA employment. Baltimore does not grant relief to cases with members employed on WPA projects, and figures were not available for St. Louis. Between 10 and 20 percent of the relief cases in Milwaukee, Cleveland, and Detroit were cases in which assistance was granted to supplement WPA earnings. In the other 10 agencies such cases constituted no more than 8 percent of the cases receiving relief. (See table 4.) Less than 5 percent of the cases in agencies reporting these items received either old-age assistance, aid to dependent children, or aid to the blind, except in Baltimore where 31 percent of the cases were also receiving grants for aid to dependent children.

#### Case Turn-Over

The number of general relief cases opened and closed during March and accession and separation rates for each agency are presented in tables 5 and 6. The turn-over in case load was relatively high in Detroit and in the agencies of the State Relief Administration in Los Angeles and San Francisco. In both Detroit and San Francisco (State Relief Administration) accession and separation rates were 38 and 30, respectively, and in Los Angeles (State Relief Administration) they were 22 and 20. Accession rates in other agencies ranged from 5.9 in New York to 15.5 in Milwaukee, and separation rates from 6.1 in Buffalo to 17.7 in Cincinnati. The case load was relatively stable in 7 agencies—Buffalo, Chicago, Cleveland, New York, Philadelphia, Rochester, and San Francisco (Public Welfare Department)—in which both accession and separation rates were below 10.

**Table 5.—Reasons for opening general relief cases in selected cities, March 1939**

City or county agency	Number of cases opened	Accession rate <sup>1</sup>	Percent opened for specified reason			
			Loss of WPA employment	Loss of regular employment	Cessation of unemployment compensation	All other reasons
Baltimore.....	873	9.8	2.5	31.2	2.2	64.1
Buffalo.....	1,682	7.3	9.8	55.4	2.3	32.5
Chicago.....	9,599	8.3	38.1	33.0	( <sup>2</sup> )	28.9
Cincinnati.....	1,420	13.0	11.2	8.9	-----	79.9
Cleveland.....	1,907	9.6	56.9	12.5	.3	30.3
Detroit.....	6,870	37.8	7.1	14.2	23.7	55.0
District of Columbia <sup>3</sup> .....	270	13.6	-----	-----	-----	100.0
Los Angeles: Department of Charities <sup>4</sup> .....	1,394	8.2	-----	-----	-----	100.0
State Relief Administration.....	6,915	21.6	11.9	30.7	7.3	41.1
Milwaukee.....	3,042	15.5	16.3	19.5	2.7	61.5
Newark.....	1,056	6.4	36.3	36.9	.8	26.0
New York.....	10,052	5.9	13.0	( <sup>2</sup> )	2.4	( <sup>2</sup> )
Philadelphia.....	6,857	8.4	23.6	43.8	6.3	26.3
Pittsburgh.....	4,673	9.4	22.9	43.4	12.6	21.1
Rochester.....	675	6.5	9.5	40.3	5.9	44.3
St. Louis.....	774	10.4	35.9	9.8	.3	54.0
San Francisco: Public Welfare Department <sup>5</sup> .....	279	8.1	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
State Relief Administration.....	3,070	37.9	( <sup>2</sup> )	( <sup>2</sup> )	7.7	( <sup>2</sup> )

<sup>1</sup> Base used is average of number of cases open at beginning of month and number open at end of month.

<sup>2</sup> Unemployment compensation not yet payable in Illinois.

<sup>3</sup> Accepts only unemployable cases.

<sup>4</sup> Data not available.

#### Effect of Employment on the Case Load

Loss of employment, other than on WPA work projects, accounted for 55 percent of the openings in Buffalo and for 30 to 45 percent of the openings

in 7 of 12 other agencies reporting this item. Cases closed because employment was obtained accounted for 30 to 45 percent of the closings in 5 of these 13 agencies—Buffalo, Newark, Philadelphia, Pittsburgh, and Rochester. All 5 of these agencies, however, were among those also reporting more than 30 percent of their cases opened because of loss of employment.

Data on both openings and closings were available for only 13 agencies, although 17 reported the number of cases closed because employment was obtained. Two of these agencies—the District of Columbia and Los Angeles (Department of Charities)—do not open cases for relief if there is an employable member in the household, and figures covering cases opened on loss of employment were not available for New York or San Francisco (State Relief Administration). The aggregate number of cases opened in March on loss of employment exceeded, by more than 3,000, the number closed because employment was obtained. In only 5 of the 13 agencies was there a net decrease in case load as a result of this factor. In these five—Cincinnati, Cleveland, Milwaukee, Newark, and Rochester—the net decrease was slight.

#### Effect of WPA Employment on the Case Load

Aggregate figures for 14 agencies giving relief to employable cases and supplying data on the effect of the WPA program showed that during

March nearly 8,000 more cases were transferred to the WPA than were opened on loss of WPA employment. This was in contrast to February when the net result was the addition of 5,000 cases to the relief rolls because of the loss of WPA employment. Seven of the fourteen agencies reported net decreases in case load in March resulting from an excess of transfers to the WPA over lay-offs from the WPA.

Fifty-seven percent of the cases opened in Cleveland and between 30 and 40 percent in Chicago, Newark, and St. Louis were opened because of the loss of WPA employment. Transfers to the WPA accounted for 51 percent of the closings in Los Angeles (State Relief Administration) and for 30 to 50 percent of the closings in Baltimore, Chicago, Cleveland, Detroit, New York, and San Francisco (State Relief Administration).

#### Effect of Unemployment Compensation on the Case Load

Data showing the extent to which payment of unemployment benefits either postponed or obviated the necessity of seeking general relief are not available. Available figures covering the effect of unemployment compensation on relief loads indicate only the number of cases closed on the receipt of benefits or the number opened on exhaustion of benefit rights. Thirteen cities reported both these items for February and

Table 6.—Reasons for closing general relief cases in selected cities, March 1939

City or county agency	Number of cases closed	Separation rate <sup>1</sup>	Percent closed for specified reason							All other reasons
			Transferral to—			Relief no longer needed				
			WPA <sup>2</sup>	Special types of public assistance	Other relief status	Regular employment obtained	Increased earnings or other income	Unemployment compensation received	Other	
Baltimore.....	1,230	13.8	33.8	3.3	-----	14.2	6.4	1.8	35.3	5.2
Buffalo.....	1,397	6.1	4.1	2.6	1.5	41.1	15.0	12.5	10.3	12.9
Chicago.....	9,705	8.4	46.6	3.5	( <sup>3</sup> )	21.0	1.7	( <sup>4</sup> )	-----	( <sup>5</sup> )
Cincinnati.....	1,925	17.7	22.5	1.7	1.1	14.8	10.2	15.3	1.2	33.2
Cleveland.....	1,497	7.6	49.9	3.3	7.4	17.5	11.0	5.1	5.8	-----
Detroit.....	5,529	30.4	39.7	2.9	.4	10.0	15.0	2.4	.9	28.7
District of Columbia <sup>3</sup> .....	226	11.4	11.1	17.7	.4	8.9	14.6	-----	-----	47.3
Los Angeles:										
Department of Charities <sup>4</sup> .....	1,942	11.4	1.1	29.3	23.8	6.1	7.3	-----	4.4	28.0
State Relief Administration.....	6,239	19.5	51.1	.3	2.0	19.7	.9	4.1	( <sup>5</sup> )	( <sup>5</sup> )
Milwaukee.....	3,236	16.5	12.1	1.7	.9	23.8	34.6	1.3	20.5	5.1
Newark.....	2,049	12.4	11.9	( <sup>2</sup> )	( <sup>3</sup> )	40.7	( <sup>3</sup> )	14.7	( <sup>3</sup> )	( <sup>3</sup> )
New York.....	12,038	7.1	35.5	4.8	.2	25.8	( <sup>3</sup> )	6.7	5.9	( <sup>3</sup> )
Philadelphia.....	8,100	9.9	23.2	13.1	( <sup>3</sup> )	31.3	7.0	8.8	1.5	( <sup>3</sup> )
Pittsburgh.....	6,177	12.4	13.1	11.9	( <sup>3</sup> )	31.8	12.5	19.0	.7	( <sup>3</sup> )
Rochester.....	643	6.2	7.9	4.2	5.6	45.9	15.6	5.6	-----	15.2
St. Louis.....	475	6.4	29.7	10.5	3.2	14.1	3.2	22.3	-----	17.0
San Francisco:										
Public Welfare Department <sup>4</sup> .....	272	7.9	-----	11.8	36.0	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
State Relief Administration.....	2,426	29.9	49.9	.3	2.7	19.4	.6	4.5	( <sup>3</sup> )	( <sup>3</sup> )

<sup>1</sup> Base used is average of number of cases open at beginning of month and number open at end of month.

<sup>2</sup> Includes cases closed by transfer to NYA and CCC.

<sup>3</sup> Data not available.

<sup>4</sup> Unemployment compensation not yet payable in Illinois.

<sup>5</sup> Accepts only unemployable cases.

March. In March there was a net decrease of 542 in the aggregate relief case load as a result of this factor, as compared with an increase of 1,000 cases in February.

In 9 of the 13 cities a net decrease in case load occurred in March as the result of an excess of closings over openings because of receipt or exhaustion of benefits. Four of these cities—Cincinnati, Cleveland, Newark, and St. Louis—are in States in which unemployment benefits first became payable in January 1939. As might be expected during the early stages of the program, only a few cases were opened in these cities because benefit rights were exhausted, whereas rather large numbers of closings occurred with the payment of benefits. Nevertheless, the net reduction in case load on receipt of benefits was very small, even in cities in which the payment of benefits began in 1939.

The payment of unemployment benefits did not result in a net decrease in the case load in five cities—Detroit, Los Angeles, Milwaukee, Rochester, and San Francisco. In Detroit, 12 times

as many cases were opened in March following exhaustion of benefit rights as were closed on receipt of benefits; in Los Angeles, Milwaukee, and San Francisco the number of openings was twice as large as the number of closings.

In March, almost one-fourth of the openings in Detroit and 13 percent of the openings in Pittsburgh were attributed to cessation of unemployment benefits; in the remaining cities less than 8 percent of the cases opened were accounted for by exhaustion of benefit rights. About 22 percent of the closings in St. Louis, 19 percent in Pittsburgh, and between 13 and 15 percent in Buffalo, Cincinnati, and Newark were effected because of the payment of benefits; in the other 9 cities less than 9 percent of the cases dropped from the rolls were closed on receipt of benefits.

In March, general relief was reported as supplementing unemployment compensation in 4 percent of the cases in Los Angeles and Newark. (See table 4.) In 11 other cities less than 2 percent of the general relief cases also received unemployment benefits.

Table 7.—General relief cases opened because of cessation or closed because of receipt of unemployment compensation in selected cities, March 1939

City or county agency	Number of cases receiving relief	Cases opened				Cases closed				
		Number	Because of cessation of unemployment compensation			Number	Because of receipt of unemployment compensation			
			Number	Percent of—			Number	Number	Percent of—	
				Cases receiving relief	Cases opened				Cases receiving relief	Cases closed
Baltimore.....	9,573	873	19	0.2	2.2	1,230	22	0.2	1.8	
Buffalo.....	23,987	1,582	38	.2	2.3	1,397	174	.7	12.5	
Cincinnati.....	10,265	1,420	0			1,925	294	2.9	15.3	
Cleveland.....	19,455	1,907	5	(1)	.3	1,497	77	.4	5.1	
Detroit.....	22,656	6,870	1,630	7.2	23.7	5,529	131	.6	2.4	
Los Angeles <sup>1</sup> .....	52,799	8,309	502	1.0	6.0	8,181	254	.5	3.1	
Milwaukee.....	22,647	3,042	82	.4	2.7	3,236	41	.2	1.3	
Newark.....	16,932	1,056	8	(1)	.8	2,049	302	1.8	14.7	
New York.....	175,950	10,052	239	.1	2.4	12,038	802	.5	6.7	
Philadelphia.....	87,957	6,857	429	.5	6.3	8,100	712	.8	8.8	
Pittsburgh.....	54,212	4,673	590	1.1	12.6	6,177	1,175	2.2	19.0	
Rochester.....	10,441	675	40	.4	5.9	643	36	.3	5.6	
St. Louis.....	7,881	774	2	(1)	.3	475	106	1.3	22.3	
San Francisco <sup>2</sup> .....	13,524	3,349	235	1.7	7.0	2,698	110	.8	4.1	

<sup>1</sup> Less than 0.1 percent.

<sup>2</sup> Includes data on relief to employable cases administered by the State Relief Administration and relief to unemployable cases administered by the Department of Charities. For the State Relief Administration 1.4 percent of cases receiving relief and 7.3 percent of cases opened were opened because of cessation of unemployment compensation; 0.7 percent of cases receiving relief and 4.1 percent of cases closed were closed because of receipt of benefits.

<sup>3</sup> Includes data on relief to employable cases administered by the State Relief Administration, and relief to unemployable cases administered by the Public Welfare Department. For the State Relief Administration 2.4 percent of cases receiving relief and 7.7 percent of cases opened were opened because of cessation of unemployment compensation; 1.1 percent of cases receiving relief and 4.5 percent of cases closed were closed because of receipt of benefits.



# OLD-AGE INSURANCE

BUREAU OF OLD-AGE INSURANCE • ANALYSIS DIVISION

## Wage Records

A SUBSTANTIAL volume of requests from wage earners for a statement of taxable earnings is still being received in the Baltimore office, but the flow is becoming smaller and more regular. These requests amounted to approximately 1,900 per week for February and March as compared with a peak of 3,557 for the week ended October 29, 1938. By the end of March 1939, 81,110 requests had been received and 80,928 complete statements had been forwarded in reply.

## Employee Account Numbers Issued

The volume of account numbers issued in March was the lowest yet recorded on a workday basis. It is probable that the account numbers issued each month are now reaching a point where they represent mainly new entrants into the labor market of covered employment. A total of 331,130 account numbers was issued in March as compared with 311,643 in February. This latter amount is the smallest monthly total since the program was initiated. Region VII, for the seventh consecutive month, accounted for the largest part of the total numbers issued in March.

As of March 31, 1939, there was a cumulative total of 43.7 million account numbers issued. Between 5 and 6 million account numbers have now been issued in each of 4 regions—Regions II, III, V, and VI.

## Claims for Lump-Sum Payments

March showed the largest number of claims yet received in Washington during a month, when there were 21,821 claims for lump-sum payments. Each month this year has exceeded the same month for last year. Much of the increase of 17.8 percent in March over February may be attributed to the greater number of working days in March. Claims for death payments increased 16.3 percent, and claims for payments at age 65 increased 19.8 percent.

During March, 21,670 claims were certified to the Secretary of the Treasury for payment. This total is exceeded only by the totals for January and March 1938. The monthly increase from February amounted to 23.9 percent.

Table 1.—Employee account numbers issued, by regions and States, March 1939 <sup>1</sup>

Region <sup>2</sup> and State	Employee account numbers issued <sup>3</sup>	
	Cumulative through March <sup>4</sup>	March
Total.....	43,688,719	331,130
Region I:		
Connecticut.....	693,562	3,761
Maine.....	291,028	1,720
Massachusetts.....	1,746,146	7,972
New Hampshire.....	186,633	1,360
Rhode Island.....	304,518	1,986
Vermont.....	102,470	663
Region II:		
New York.....	5,675,369	38,452
Region III:		
Delaware.....	99,844	1,028
New Jersey.....	1,599,221	11,990
Pennsylvania.....	3,632,315	20,860
Region IV:		
District of Columbia.....	280,292	2,620
Maryland.....	619,646	4,436
North Carolina.....	905,182	8,544
Virginia.....	695,238	7,613
West Virginia.....	575,410	2,887
Region V:		
Kentucky.....	684,177	6,446
Michigan.....	1,987,473	10,782
Ohio.....	2,573,625	17,770
Region VI:		
Illinois.....	3,003,078	18,738
Indiana.....	1,151,763	7,100
Wisconsin.....	871,245	5,765
Region VII:		
Alabama.....	629,079	6,748
Florida.....	652,460	8,788
Georgia.....	809,994	12,364
Mississippi.....	359,937	4,618
South Carolina.....	477,893	4,828
Tennessee.....	726,205	7,341
Region VIII:		
Iowa.....	561,251	4,647
Minnesota.....	747,336	4,336
Nebraska.....	306,726	2,842
North Dakota.....	105,900	1,122
South Dakota.....	120,105	1,087
Region IX:		
Arkansas.....	340,333	5,312
Kansas.....	454,181	3,106
Missouri.....	1,212,049	8,798
Oklahoma.....	606,748	5,379
Region X:		
Louisiana.....	638,771	5,788
New Mexico.....	116,147	2,207
Texas.....	1,869,960	17,214
Region XI:		
Arizona.....	161,167	2,013
Colorado.....	341,786	3,010
Idaho.....	149,398	1,170
Montana.....	170,217	1,598
Utah.....	164,539	988
Wyoming.....	71,459	493
Region XII:		
California.....	2,819,977	26,318
Nevada.....	43,164	405
Oregon.....	370,140	1,826
Washington.....	611,445	3,749
Territories:		
Alaska.....	21,536	302
Hawaii.....	150,540	240

<sup>1</sup> Neither the monthly nor the cumulative totals of account numbers issued should be taken as a measure of the number of persons engaged in covered employment, since account numbers are issued to persons who are not in employment covered by title II.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Excludes numbers canceled for any reason.

<sup>4</sup> Revised.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

**Table 2.—Claims for lump-sum payments: Number received in Washington, and number and average amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, March 1939<sup>1</sup>**

Region <sup>2</sup> and State	Total claims			Claims for payments at age 65			Claims for death payments		
	Number		Average amount certified	Number		Average amount certified	Number		Average amount certified
	Received	Certified		Received	Certified		Received	Certified	
Cumulative through Mar. 31.....	343,621	324,813	\$48.40	153,028	144,785	\$49.28	190,593	180,028	\$47.70
Total for March.....	21,821	21,670	71.15	9,595	9,527	73.54	12,226	12,143	69.28
<b>Region I:</b>									
Connecticut.....	398	357	85.37	191	172	91.83	207	185	79.37
Maine.....	188	147	67.15	90	87	77.42	68	60	52.36
Massachusetts.....	922	902	84.54	491	452	89.76	431	450	79.30
New Hampshire.....	63	89	64.83	58	58	61.32	35	31	71.41
Rhode Island.....	207	214	77.84	114	117	76.45	93	97	79.52
Vermont.....	76	78	58.61	38	45	59.90	38	33	56.86
<b>Region II:</b>	2,475	2,511	91.58	981	990	95.65	1,494	1,521	88.94
New York.....									
<b>Region III:</b>									
Delaware.....	75	58	68.58	33	28	70.76	42	30	66.55
New Jersey.....	987	958	87.69	437	413	92.52	550	545	84.02
Pennsylvania.....	2,261	2,266	79.37	1,156	1,155	80.42	1,105	1,111	78.28
<b>Region IV:</b>									
District of Columbia.....	96	108	80.77	30	34	99.97	66	74	71.95
Maryland.....	365	404	59.81	139	155	62.40	226	249	58.20
North Carolina.....	376	365	40.81	113	121	38.82	263	244	41.80
Virginia.....	353	398	49.20	117	132	57.33	236	266	45.16
West Virginia.....	297	322	58.20	155	162	51.79	142	160	64.68
<b>Region V:</b>									
Kentucky.....	382	319	54.55	133	108	66.97	249	211	48.19
Michigan.....	979	901	81.19	388	339	79.89	591	502	81.97
Ohio.....	1,396	1,350	81.12	615	604	83.22	781	746	79.43
<b>Region VI:</b>									
Illinois.....	1,421	1,311	81.57	553	512	86.50	868	709	78.41
Indiana.....	577	600	69.07	261	257	73.36	316	343	65.86
Wisconsin.....	437	413	77.93	192	188	82.81	245	225	73.83
<b>Region VII:</b>									
Alabama.....	342	346	44.96	126	129	47.44	216	217	43.49
Florida.....	239	244	42.18	75	81	49.57	164	163	38.56
Georgia.....	421	435	38.64	162	185	37.34	259	230	39.66
Mississippi.....	162	158	30.36	54	60	23.39	108	98	34.62
South Carolina.....	278	262	31.90	90	94	33.10	188	168	31.23
Tennessee.....	408	424	44.97	172	197	37.89	236	227	51.11
<b>Region VIII:</b>									
Iowa.....	314	361	54.37	145	176	54.81	169	185	53.94
Minnesota.....	317	307	73.08	164	160	71.99	153	147	74.27
Nebraska.....	206	185	41.95	143	126	39.70	63	59	46.76
North Dakota.....	45	47	53.40	18	20	67.21	27	27	43.17
South Dakota.....	51	46	55.83	23	26	61.22	28	20	48.83
<b>Region IX:</b>									
Arkansas.....	179	159	35.33	75	66	37.75	104	93	33.62
Kansas.....	227	215	70.88	98	95	70.44	129	120	71.23
Missouri.....	625	567	72.68	315	285	78.00	310	282	67.31
Oklahoma.....	168	160	77.46	74	69	84.60	94	91	72.66
<b>Region X:</b>									
Louisiana.....	347	344	48.19	125	111	56.66	222	233	44.15
New Mexico.....	45	39	53.63	10	15	50.89	35	24	55.35
Texas.....	626	706	59.07	214	233	61.31	412	473	57.96
<b>Region XI:</b>									
Arizona.....	83	57	46.93	31	21	56.39	52	36	41.42
Colorado.....	202	206	60.12	102	102	60.98	100	104	59.27
Idaho.....	61	60	42.66	30	30	36.72	31	30	48.61
Montana.....	99	108	53.83	44	41	63.23	55	67	48.07
Utah.....	77	86	60.58	28	40	68.53	49	46	53.68
Wyoming.....	33	44	65.10	19	19	65.41	14	25	64.86
<b>Region XII:</b>									
California.....	1,350	1,417	68.34	678	717	64.86	672	700	71.90
Nevada.....	23	23	85.91	9	8	81.09	14	15	88.48
Oregon.....	171	189	62.53	88	85	59.25	83	104	65.20
Washington.....	318	329	68.50	159	166	70.30	159	163	66.67
<b>Territories:</b>									
Alaska.....	12	9	44.08	3	4	16.21	9	5	66.38
Hawaii.....	43	50	57.62	33	35	46.34	10	15	83.95
Foreign <sup>3</sup> .....	18	16	69.58	3	2	73.99	15	14	68.95

<sup>1</sup> All claims received to date have been for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Claims received from persons in foreign countries.

Source: Bureau of Old-Age Insurance, Administrative Division.

The average payment certified for all claims during March was \$71.15, an increase of 6.5 percent over February. Much of this gain reflected the 9.9 percent increase of payments certified for life claims as compared with the 3.8 percent increase of payments for death claims.

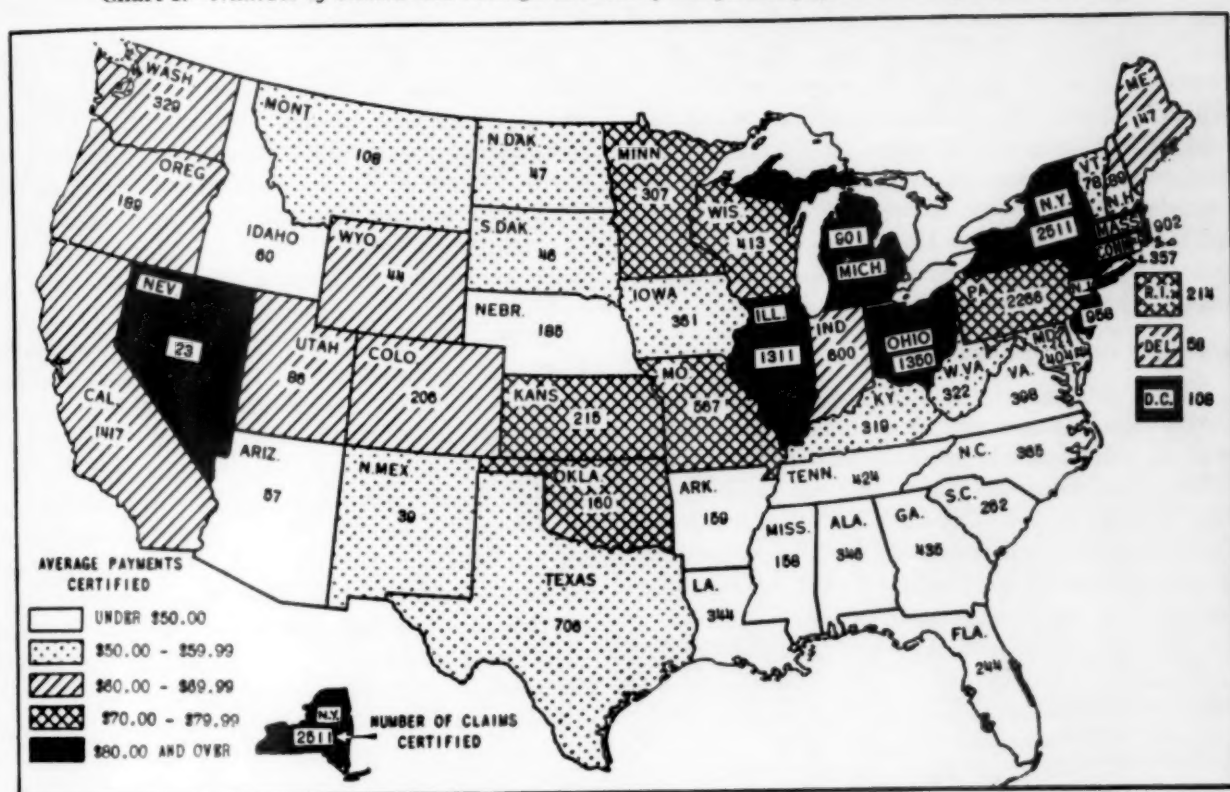
Fourteen States and the District of Columbia were above the national average of \$71.15. New York, with an average of \$91.58, exceeded all other States. As in previous months Mississippi had the lowest average—\$30.36 per claim.

Claims certified in March were filed more promptly than those certified in February. In

March, 46.6 percent of all claims certified were filed in less than 30 days after the attainment of age 65 or the death of the wage earner as compared with 44.2 percent in February.

Claims have been filed more promptly in recent months than during 1937 and the first 6 months of 1938 when the claims payments were much smaller than at present. However, as recently as December 1938, over 7 percent of the claims were filed at least a year after the date of eligibility. Claims which could have been filed in earlier months declined from 85.8 percent in January 1938 to 76.8 percent in July 1938.

Chart I.—Number of claims and average amount of lump-sum payments certified, March 1939





# FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

TAX RECEIPTS under titles VIII and IX<sup>1</sup> and expenditures under the Social Security Act show an increase in the first quarter of the calendar year 1939 over the first quarter of 1938. Since tax rates have not been changed, the increased receipts reflect changes in the size of pay rolls. At the end of March 1939, total investments in the old-age reserve account amounted to \$994 million, and total investments of the unemployment trust fund to \$1,185 million.

Hearings on social security legislation before the Ways and Means Committee of the House of Representatives, which have been mentioned in previous issues of the Bulletin, were concluded on April 7, 1939. On that date estimates of the cost of the proposed changes in title II of the Social Security Act recommended by the Social Security Board were submitted to the Committee. A summary of the assumptions made in the cost calculations and of various estimates of expenditures is presented on pages 76-80.

## Receipts and Expenditures

Table 1 shows receipts, expenditures, and security issues under the Social Security Act as well as total Federal receipts, expenditures, and debt. Tax receipts under the act during the first quarter of the calendar year 1939 amounted to \$200 million and were higher than collections in any quarter of the preceding year, as indicated below:

Period	Tax receipts under Social Security Act (in millions)
1938: 1st quarter.....	\$140
2d quarter.....	143
3d quarter.....	140
4th quarter.....	140
1939: 1st quarter.....	200

Federal receipts from all other sources totaled \$1,262 million in the first quarter of 1939 as compared with \$1,503 million in the same quarter of the previous year. This decline of \$241 million reflects primarily a decrease of \$217 million in income tax collections which occurred in March 1939 as compared with March 1938. Social

security tax collections are more indicative of current economic conditions, because there is a shorter lag in these collections than in income tax payments. The former reflect wages received in the previous quarter; the latter reflect income received during the entire preceding year.

As a result of larger receipts under the Social Security Act and smaller Federal receipts from other sources, social security receipts amounted to 13.7 percent of all Federal receipts in the first quarter of 1939 as compared with 8.5 percent in the same period of 1938.

It is clear that any change in revenue laws may affect the ratio of social security tax receipts to those from other sources. Estimates of tax collections for the fiscal year 1939-40, presented in the February Bulletin, show larger amounts for that year than for previous fiscal years because of the assumed 50-percent increase in title VIII tax rates scheduled to become effective January 1, 1940.

In the present session of Congress, legislation has been enacted which will increase Federal receipts from sources other than social security taxes. It is estimated that \$16 million<sup>2</sup> additional revenue will be collected annually by the Federal Government as a result of the passage of the Public Salary Tax Act. This act, approved by the President April 12, 1939, provides for Federal taxation of salaries of State and local employees for 1939 and subsequent years. In order to prevent taxation of Federal salaries by States for years prior to 1939, the act provides that if the Secretary of the Treasury determines and proclaims that it is the policy of the State to collect taxes from Federal employees on salaries received prior to January 1, 1939, the Federal Government shall tax the salaries of the employees of that State for years prior to 1939.

It is clear that the social security program has assumed an important place in the Federal budget in terms not only of tax receipts but also of expenditures. Both Federal expenditures under the Social Security Act and total Federal expenditures were larger in the first quarter of 1939 than in the

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939.

<sup>2</sup> U. S. Senate. Committee on Finance. *Public Salary Tax Act of 1939*. Hearings on H. R. 3790, Feb. 21, 1939, p. 8.

same quarter of last year. In the first quarter of 1939, social security expenditures comprised 9.8 percent of total Federal expenditures as compared with 11.0 percent in the first quarter of 1938. The decline in tax receipts from sources other than social security taxes and the increase in Federal expenditures resulted in a larger excess of expenditures for the first quarter of 1939 than in the corresponding period for 1938 and a consequent large increase in the public debt. For the first quarters of 1938 and 1939 expenditures exceeded receipts by \$153 million and \$763 million, respectively, while the increase in the total public debt during these quarters amounted to \$277 million and \$558 million, respectively.

Federal appropriations and expenditures under the Social Security Act for the fiscal years 1937-38 and 1938-39 are given in table 2. Total expenditures through the third quarter of the fiscal year 1938-39 were over \$597 million or about 84 percent of the total appropriations for this year.

Grants to States for the fiscal year 1938-39 through March 31 amounted to \$239.2 million on a checks-paid basis. Grants for the programs administered by the Social Security Board totaled \$227.5 million and accounted for 95.1 percent of total grants to States. As in former months, grants for old-age assistance constituted the largest share of grants for programs administered by the Board; through March, such grants amounted to

Table 1.—Receipts, expenditures, and issues under the Social Security Act, and total Federal receipts, expenditures, and debt for the fiscal years 1935-36, 1936-37, and 1937-38, and by months, October 1937-March 1939

[In millions]

Fiscal year and month	Receipts of Federal Government			Expenditures <sup>1</sup> of Federal Government				Excess receipts (+) or expenditures (-)	General fund balance	Amount of public debt				Change in public debt			
	Total	Taxes under Social Security Act <sup>2</sup>	All other	Total	Under Social Security Act		All other			Total	Social security issues for—			Total	Social security issues for—		
					Admin-istrative expenses and grants to States	Trans-fers to old-age reserve account					Old-age reserve account	Unem-employment trust fund	All other		Old-age reserve account	Unem-employment trust fund	All other
Total, 1935-36.....	\$4,116	-----	\$4,116	\$8,666	\$28	-----	\$8,638	-\$4,550	+\$840	\$33,779	-----	\$19	\$33,760	+\$5,078	-----	+\$19	+\$5,059
Total, 1936-37.....	5,294	\$252	5,042	8,442	183	\$265	7,994	-3,149	-128	36,425	\$267	312	35,846	+2,646	+\$267	+293	+2,086
Total, 1937-38.....	6,242	604	5,638	7,626	291	387	6,948	-1,384	-338	37,165	662	872	35,631	+740	+395	+590	-215
1937																	
October.....	333	52	281	606	40	41	525	-273	-184	36,956	431	496	36,029	+81	+41	+38	+2
November.....	327	36	291	494	31	41	422	-167	-68	37,094	472	574	36,048	+138	+41	+78	+19
December.....	866	69	796	678	13	43	622	+188	+365	37,279	513	625	36,141	+185	+41	+51	+93
1938																	
January.....	335	57	278	533	45	41	447	-196	-23	37,453	554	649	36,250	+174	+41	+24	+109
February.....	349	80	269	515	18	41	456	-166	+25	37,633	595	734	36,304	+180	+41	+85	+54
March.....	959	3	956	748	9	43	696	+211	+166	37,556	636	744	36,176	-77	+41	+10	-128
April.....	273	33	240	642	32	11	599	-369	-451	37,510	647	741	36,122	-46	+11	-3	-54
May.....	375	105	270	568	22	2	544	-193	-122	37,422	647	826	35,949	-88	0	+85	-173
June.....	774	5	769	930	24	0	906	-156	-351	37,165	662	872	35,631	-257	+15	+46	-318
Total, 1938-39 to Mar. 31.....	4,390	479	3,911	6,729	255	342	6,132	-2,339	+1,174	39,985	994	1,185	37,806	+2,820	+332	+313	+2,175
July.....	311	31	280	762	40	38	684	-451	-100	37,191	700	872	35,619	+26	+38	0	-12
August.....	487	106	381	683	32	38	613	-196	+144	37,593	733	954	35,906	+402	+33	+82	+287
September.....	711	3	708	751	10	33	708	-40	+719	38,393	766	950	36,677	+800	+33	-4	+771
October.....	332	34	298	769	49	32	688	-437	-409	38,423	798	936	36,689	+30	+32	-14	+12
November.....	382	103	279	677	28	32	617	-295	-122	38,603	830	1,032	36,741	+180	+32	+96	+52
December.....	704	3	701	862	14	32	816	-158	+636	39,427	862	1,064	37,501	+824	+32	+32	+760
1939																	
January.....	306	42	266	693	33	37	623	-385	-151	39,631	894	1,074	37,663	+204	+32	+10	+162
February.....	417	154	263	662	26	50	586	-245	+410	39,859	944	1,185	37,730	+227	+50	+111	+66
March.....	737	4	733	870	23	50	797	-133	+46	39,985	994	1,185	37,806	+126	+50	0	+76

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939.

<sup>2</sup> Federal tax receipts under titles VIII and IX of the act. These data from the Daily Statement of the U. S. Treasury differ from the tax collections in table 3, which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

<sup>3</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

Source: Computed from data in the Daily Statement of the U. S. Treasury.

\$160.2 million or 70.4 percent of the total; for aid to dependent children \$23.1 million; and for aid to the blind \$4.0 million.

By the end of March, expenditures for administration of the unemployment compensation program were in excess of the original appropriation of \$40 million. An additional appropriation of \$9 million was approved on March 15, 1939. A month later, on April 19, section 301 of the act was amended, raising the authorization for grants for administration of State unemployment compensation laws to \$80 million for 1938-39 and subsequent fiscal years. Following the passage of this amendment, the Second Deficiency Appropriation Act, approved May 2, provided an additional \$10 million for such grants during the current fiscal year. This appropriation raises the total appropriated for this fiscal year to \$59 million, an amount well under the new authorization for appropriations.

For the first 9 months of the current fiscal year, a total of \$11.6 million was expended for programs administered under the Social Security Act by agencies other than the Board. Over \$5.9 million of this amount was granted to States for maternal and child-health services, services for crippled children, and child-welfare services, while \$5.7 million was granted for public-health work.

Tax collections under titles VIII and IX of the Social Security Act are shown in table 3. Cumulative tax receipts through March 1939 totaled \$1,336 million. Title VIII collections amounted to \$1,100 million or 82.3 percent of the total, while title IX collections amounted to \$236 million or 17.7 percent. During the 9-month period ended March 31, title VIII taxes comprised \$390.7 million or 81.6 percent of all taxes collected under the act during that period. A few highly industrialized States account for a large proportion of tax collections under both titles.

**Table 2.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1937-38 and 1938-39<sup>1</sup>**

Item	Fiscal year 1937-38		Fiscal year 1938-39	
	Appropriations <sup>2</sup>	Expenditures to June 30, 1938 <sup>3</sup>	Appropriations <sup>4</sup>	Expenditures to Mar. 31, 1939 <sup>5</sup>
<b>ADMINISTRATIVE EXPENSES</b>				
Social Security Board: Salaries, expenses, and wage records.....	\$10,500,000.00	\$19,613,584.38	\$22,300,000.00	\$15,572,716.75
Department of Commerce, Bureau of the Census: Salaries and expenses.....	25,000.00	8,513.70	80,000.00	56,194.86
Department of Labor, Children's Bureau: Salaries and expenses.....	306,000.00	336,379.18	320,000.00	234,775.75
<b>Total, administrative expenses.....</b>	<b>10,831,000.00</b>	<b>19,958,477.26</b>	<b>22,700,000.00</b>	<b>15,863,687.36</b>
<b>GRANTS TO STATES</b>				
Social Security Board:				
Old-age assistance.....	<sup>6</sup> 166,500,000.00	182,198,734.35	214,000,000.00	160,200,651.96
Unemployment compensation administration.....	<sup>7</sup> 22,500,000.00	<sup>8</sup> 41,910,919.49	<sup>9</sup> 49,000,000.00	<sup>10</sup> 40,191,060.91
Aid to dependent children.....	<sup>11</sup> 24,900,000.00	25,498,282.01	45,000,000.00	23,108,335.63
Aid to the blind.....	<sup>12</sup> 5,200,000.00	5,161,249.06	8,000,000.00	4,049,213.36
<b>Total, Social Security Board.....</b>	<b>219,100,000.00</b>	<b>254,769,184.91</b>	<b>316,000,000.00</b>	<b>227,549,261.86</b>
Department of Labor, Children's Bureau:				
Maternal and child-health services.....	3,700,000.00	3,775,545.57	3,700,000.00	2,558,666.46
Services for crippled children.....	2,800,000.00	2,691,940.82	2,800,000.00	2,280,391.27
Child-welfare services.....	1,475,000.00	1,365,749.56	1,500,000.00	1,108,644.00
<b>Total, Department of Labor.....</b>	<b>7,975,000.00</b>	<b>7,833,235.95</b>	<b>8,000,000.00</b>	<b>5,947,701.73</b>
Treasury Department, Public Health Service:				
Public-health work.....	8,000,000.00	8,892,079.88	8,000,000.00	5,655,335.20
<b>Total, grants to States.....</b>	<b>235,075,000.00</b>	<b>271,494,500.74</b>	<b>332,000,000.00</b>	<b>239,152,298.81</b>
Old-age reserve account (general fund) <sup>13</sup> .....	500,000,000.00	387,000,000.00	360,000,000.00	342,000,000.00
<b>Grand total.....</b>	<b>745,906,000.00</b>	<b>678,452,978.00</b>	<b>714,700,000.00</b>	<b>597,015,966.11</b>

<sup>1</sup> This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the Social Security Act. Certain funds appropriated pursuant to the act are not included in this table, because they are not segregated from other funds for similar purposes. This is the case with funds for vocational rehabilitation, for which there was appropriated \$1.8 million for both 1937-38 and 1938-39 for grants to States, and \$95,000 for 1937-38 and \$104,650 for 1938-39 for administration. The U. S. Public Health Service received appropriations of \$1.6 million for both 1937-38 and 1938-39 for research and administration, in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year.  
<sup>3</sup> Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for the previous fiscal year.

<sup>4</sup> After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

<sup>5</sup> Includes additional appropriation of \$3.5 million approved May 25, 1938.

<sup>6</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program.

<sup>7</sup> Includes additional appropriation of \$9 million approved Mar. 15, 1939.

<sup>8</sup> See table 5 for detailed statement of this account to Mar. 31, 1939.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).



Eight States—California, Illinois, Massachusetts, Michigan, New Jersey, New York, Ohio, and Pennsylvania—accounted for 67.3 percent of title VIII collections and 70 percent of title IX collections in the 9-month period of 1938-39.

The monthly and quarterly fluctuations of receipts under title VIII are shown in chart I. The

difference in pattern of monthly collections after January 1, 1938, is the result of the change in internal revenue regulations, effective as of that date, providing for quarterly instead of monthly tax payments. The small amount of receipts in March was in line with similar collections in the third month of each quarter since January 1938.

**Table 3.—Federal tax collections under titles VIII and IX of the Social Security Act,<sup>1</sup> by internal revenue collection districts, for the fiscal years 1937-38 and 1938-39, and cumulative to Mar. 31, 1939<sup>2</sup>**

[In thousands]

Internal revenue collection district in—	Collections in fiscal year 1937-38			Collections in fiscal year 1938-39 to Mar. 31, 1939			Cumulative collections to Mar. 31, 1939		
	Total	Under title VIII <sup>1,2</sup>	Under title IX <sup>1,2</sup>	Total	Under title VIII <sup>1,2</sup>	Under title IX <sup>1,2</sup>	Total	Under title VIII <sup>1,2</sup>	Under title IX <sup>1,2</sup>
Total.....	\$600,678.0	\$510,550.6	\$90,127.3	\$478,829.8	\$390,740.9	\$88,088.8	\$1,335,688.9	\$1,099,632.9	\$236,056.0
Alabama.....	4,149.9	3,646.6	503.3	3,430.0	2,801.0	629.0	9,228.0	7,867.9	1,360.2
Arizona.....	968.4	898.6	69.9	782.9	669.1	113.8	2,184.1	1,934.5	249.6
Arkansas.....	1,662.2	1,373.3	288.9	1,304.4	1,113.5	190.9	3,859.2	2,995.6	863.6
California (2 districts).....	34,706.8	30,970.5	3,736.3	30,283.3	25,667.8	4,615.5	78,300.2	68,061.3	10,238.9
Colorado.....	3,505.1	3,137.5	367.6	2,874.8	2,437.0	437.8	7,663.7	6,683.4	980.3
Connecticut.....	11,456.5	10,019.2	1,437.3	9,245.9	7,594.7	1,651.2	25,499.8	21,717.1	3,782.8
Delaware.....	3,407.9	2,840.3	567.6	2,479.6	2,035.9	443.7	7,496.2	6,006.0	1,490.2
Florida.....	4,027.9	3,288.3	739.6	3,258.6	2,748.9	509.7	9,647.4	7,435.1	2,212.3
Georgia.....	5,937.9	4,674.3	1,263.6	4,791.4	3,897.0	894.4	14,158.6	10,546.5	3,612.1
Hawaii.....	1,203.1	973.6	229.5	1,013.2	853.9	159.3	2,918.6	2,208.8	709.8
Idaho.....	1,063.1	964.2	98.9	863.1	743.3	119.8	2,317.7	2,048.0	269.7
Illinois (2 districts).....	61,001.8	47,840.0	13,161.8	43,974.1	36,302.2	7,671.9	137,270.6	103,118.4	34,152.2
Indiana.....	10,020.9	8,927.1	1,093.8	8,482.9	7,073.9	1,408.9	22,655.6	19,633.6	3,022.0
Iowa.....	5,009.3	4,510.9	498.4	4,505.6	3,784.5	721.1	11,469.3	9,940.3	1,529.1
Kansas.....	3,192.1	2,430.0	762.1	2,423.3	1,950.6	472.7	7,355.8	5,313.5	2,042.3
Kentucky.....	4,573.3	3,884.3	689.1	3,849.6	3,011.1	838.5	10,245.1	8,344.5	1,900.6
Louisiana.....	4,152.1	3,687.6	464.5	3,709.1	3,083.8	625.3	9,453.1	8,137.9	1,315.2
Maine.....	2,342.0	2,099.2	242.8	1,984.3	1,677.4	307.0	5,216.2	4,602.3	613.9
Maryland (including District of Columbia).....	10,357.1	8,813.3	1,543.8	8,913.1	7,141.8	1,771.3	23,440.9	19,376.9	4,064.0
Massachusetts.....	26,044.4	22,882.8	3,161.6	21,462.2	17,720.8	3,741.4	58,428.8	49,959.2	8,469.6
Michigan.....	36,955.6	33,023.0	3,932.7	25,997.1	21,462.7	4,534.3	77,067.1	66,838.3	10,228.9
Minnesota.....	8,999.5	7,615.7	1,383.8	7,455.5	6,132.7	1,322.8	20,157.5	16,538.0	3,619.5
Mississippi.....	1,356.1	1,233.2	122.9	1,176.6	1,006.0	170.6	3,012.1	2,665.7	346.4
Missouri (2 districts).....	17,224.0	13,141.1	4,082.9	13,095.3	10,714.9	2,380.4	39,723.1	29,211.6	10,511.5
Montana.....	1,147.9	953.2	194.7	890.1	773.6	116.4	2,608.5	2,054.6	553.9
Nebraska.....	3,185.2	2,412.2	773.0	2,418.0	1,977.1	440.9	7,266.7	5,244.7	2,022.0
Nevada.....	697.6	586.0	111.6	343.9	296.5	47.3	1,451.2	1,139.1	312.1
New Hampshire.....	1,489.1	1,349.4	139.6	1,344.7	1,153.9	190.8	3,465.1	3,069.6	395.5
New Jersey (2 districts).....	20,841.7	18,508.2	2,333.6	17,268.8	14,472.7	2,796.1	45,692.8	39,455.9	6,236.9
New Mexico.....	591.5	547.4	44.1	498.8	432.4	66.4	1,305.6	1,176.4	129.2
New York (6 districts).....	136,414.3	109,763.0	26,651.3	111,430.1	85,968.5	25,461.6	304,315.2	238,947.7	65,367.6
North Carolina.....	6,599.4	5,856.8	742.6	5,709.3	4,785.4	924.0	14,958.3	12,923.3	2,035.0
North Dakota.....	508.9	445.6	63.3	452.6	395.7	56.9	1,237.8	1,007.7	230.1
Ohio (4 districts).....	39,975.0	35,265.0	4,710.0	30,181.2	24,955.3	5,225.9	86,771.7	74,582.4	12,189.3
Oklahoma.....	5,643.6	5,049.0	594.6	4,534.0	3,875.6	658.5	12,334.9	10,708.3	1,626.6
Oregon.....	3,697.6	3,304.2	393.3	3,173.9	2,695.2	478.7	8,274.1	7,193.4	1,080.6
Pennsylvania (3 districts).....	57,629.1	51,119.7	6,509.4	44,094.1	36,518.0	7,576.1	125,178.5	108,045.0	17,133.5
Rhode Island.....	3,871.4	3,838.2	33.2	3,171.9	2,632.9	539.0	8,766.2	7,945.7	820.6
South Carolina.....	2,760.9	2,574.4	186.5	2,250.5	1,881.3	369.2	6,058.0	5,389.0	669.0
South Dakota.....	550.9	542.3	8.6	486.7	432.6	54.2	1,255.9	1,167.7	88.2
Tennessee.....	5,219.6	4,552.8	666.8	4,451.7	3,661.4	790.3	11,774.7	9,984.6	1,790.1
Texas (2 districts).....	13,830.5	12,370.5	1,460.0	11,908.2	9,637.1	2,271.0	30,617.4	26,280.6	4,336.8
Utah.....	1,362.7	1,230.4	132.3	1,157.8	983.0	174.8	3,063.5	2,676.3	387.2
Vermont.....	955.3	849.7	105.7	806.3	673.1	133.2	2,146.8	1,860.3	286.5
Virginia.....	5,461.6	4,733.9	727.8	4,961.2	4,053.6	907.6	12,572.8	10,561.9	2,010.9
Washington (including Alaska).....	7,354.6	6,015.3	1,339.3	5,700.3	4,831.6	868.7	16,911.5	12,952.4	3,959.0
West Virginia.....	5,107.5	4,583.6	523.9	4,019.9	3,402.2	617.8	11,177.3	9,815.8	1,361.5
Wisconsin.....	11,874.3	10,730.6	1,143.7	9,775.0	8,270.9	1,504.1	26,426.2	23,268.8	3,157.4
Wyoming.....	563.9	474.9	89.1	444.8	386.6	58.2	1,302.2	1,037.4	264.8

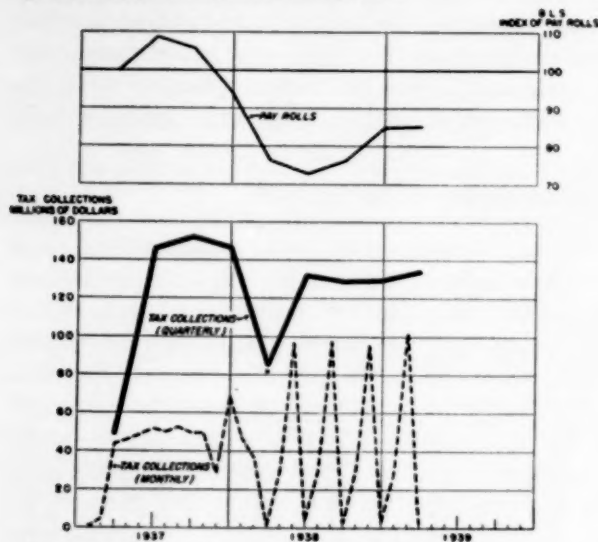
<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subch. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Data are based on warrants covered by Bookkeeping and Warrants Division of Treasury Department and therefore differ slightly from tax receipts in table 1, which are based on the Daily Treasury Statements. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

<sup>2</sup> "Taxes with respect to employment." Effective Jan. 1, 1937, based on wages for employment as defined in sec. 811 of the act, payable by both employer and employee.

<sup>3</sup> "Tax on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment as defined in sec. 907 of the act, payable by employers only. The amounts here recorded represent taxes paid after deduction of credit for amounts paid into State unemployment funds. During part of this period, employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

**Chart I.—Tax collections under title VIII compared with the Bureau of Labor Statistics index of factory pay rolls, January 1937–March 1939**



\*A change in the method of collecting occurred in this quarter.

### Recent Rulings

Recent rulings of the Bureau of Internal Revenue in connection with its administration of titles VIII and IX include the following decisions. The Bureau has ruled that when a partnership is dissolved by the death or retirement of one of its members, the employing unit continues for the purposes of both titles until the winding up of the partnership affairs.<sup>3</sup> Another ruling concerns the computation of wages for milk deliverymen whose regular remuneration is affected by "shortages" or "overages" in their accounts. It was held in this case that only the amount actually payable to the employee should be taxable—that is, salary minus "shortages" plus "overages."<sup>4</sup>

A decision in a case of high-school students placed in vocational training held that they are employees of the agencies training them, since the plan requires that the work be done under regular employment conditions. Therefore, the amount paid to students by these agencies constitutes taxable wages under both titles VIII and IX of the act.<sup>5</sup>

Another decision relates to services performed for a dairy farm in connection with processing, packing, packaging, transporting, marketing, and delivering milk and other dairy products, and

cleaning the processing rooms and equipment. It was held in this case that these activities were clearly commercial—not merely incidental to farming operations—hence are not excepted from employment as "agricultural labor."<sup>6</sup>

### Cost Estimates for Old-Age Insurance

Total disbursements of lump-sum payments under the old-age insurance program will increase slowly until benefit payments to annuitants begin. Under the present act such annuity payments are scheduled to begin in 1942. The Board, however, has recommended changes under title II which would substantially increase annuity payments in the earlier years of the program and would begin such payments in 1940. On April 7, 1939, W. R. Williamson, Actuarial Consultant to the Board, presented to the Ways and Means Committee of the House of Representatives cost estimates for various suggested modifications of benefit payments. The Board's recommendations for changes in benefits include the following:

1. That benefits be computed on the basis of average rather than aggregate earnings.
2. That benefit payments begin in 1940.
3. That allowances and payments be made to wives and dependent children of annuitants and to widows and surviving dependent children of insured workers.

In addition, a plan for the payment of disability benefits for those permanently and totally disabled was presented to the Committee.

Various assumptions made in arriving at cost estimates for benefits under title II were outlined in connection with the cost estimates. Furthermore, the assumptions made by the Committee on Economic Security in arriving at its earlier estimates of cost were compared with those now made. The original assumptions of the Committee on Economic Security were summarized by Mr. Williamson as follows:

- (1) That the covered group start at 25,337,000 relatively full-time employees, and slowly increase due to general population growths.
- (2) That a reasonable age distribution derived from the 1930 census figures of gainful workers could be accepted as applicable to the prospective coverage.
- (3) That as time went on, the expected mortality on the future coverage would be in accordance with the white lives portion of the United States population tables based on data of the period 1920–29 (somewhat in conflict with the

<sup>3</sup> Internal Revenue Bulletin, 1939–10, S. S. T. 354.

<sup>4</sup> Internal Revenue Bulletin, 1939–11, S. S. T. 355.

<sup>5</sup> Internal Revenue Bulletin, 1939–12, S. S. T. 356.

<sup>6</sup> Internal Revenue Bulletin, 1939–13, S. S. T. 357.

development of coverage under population estimates under (1) which assumed continuously improving mortality).

(4) That net immigration would remain fairly constant at the sum of 200,000 new lives per year with certain arbitrary assumptions as to the age distribution of such immigrants.

(5) That a uniform annual wage of \$1,100 could reasonably represent the effective per capita wage during the entire period under specification.

(6) That other than in this wage assumption, no special treatment of periods of unemployment would be introduced.

(7) That no attempt would be made to forecast when booms and depressions would occur, nor the extent of their year-by-year effect upon the progress of funds and benefit payments.

(8) That all retirements take place at the age of 67½ rather than at varying ages which are roughly equivalent to this single age. However, certain adjustments were necessary to provide for retirements in the early years.

(9) That the amounts of death benefits for death prior to age 65 would generally follow uniformly from the above assumptions and the continuous use of the white life mortality table.

(10) That the amounts of death benefits for deaths after age 65 would be reasonably estimated by considering that the full benefits applicable for death at age 65 would be payable for death prior to age 67½ and thereafter would be reduced by the monthly benefit based on the \$1,100 level wage. This assumption is in accordance with that in (8).

(11) That lump-sum benefits could be predicted with some adequacy in considering nonqualified individuals reaching the age of 65 before 1942, and that thereafter certain crude assumptions could be made without too great distortion of the aggregate results.

(12) That the ratio of covered individuals to population at the productive ages would remain reasonably constant.

(13) That, since tax rates have been so determined as to be "self-supporting" and adequate to cover expenses of administration and benefit costs, the excess of tax collections over expenses of administration shall be appropriated into a reserve account which shall earn 3 percent compound interest.

(14) That, although appropriations are made by Congress, their action is assumed to follow the pattern of (13) for a period of 45 years.

(15) That the increasing proportion of the aged would not result in a change in time of retirement or of granting of benefits, but that a program initiated in 1937 would under widely changing conditions be maintained unchanged over a long period.

(16) That the excess of appropriations over benefits paid would only be invested at the end of the year, no interest earnings being credited within the year on any such excess.

(17) That uniformity in ruling as to what categories of employment are covered and what categories are not covered, and similar uniformity as to rulings on individual coverage, were to be expected over long periods of time and wide areas of the country.

(18) That claims will be presented promptly in all cases.

Data available since 1935 have led to changes in some of these assumptions used in cost calculations. The following are some of the changes in assumptions:

(a) *Average annual wage.*—Instead of \$1,100 being used as in item 5 above, \$900 is now assumed. This latter figure is based on preliminary tabulations of the actual 1937 wage data. The use of \$900 instead of \$1,100 involves

Table 4.—Total benefit payments under present title II compared with those under suggested plans without and with death and disability benefits

[Amounts in millions]

Calendar year	Title II		Plan without death and disability benefits			Plan with death and disability benefits					
	Total benefit pay-ments	Benefits as per-cent of pay roll	Total benefit pay-ments	Benefits as per-cent of pay roll	Percent-age in-crease in cost of plan	Total benefit pay-ments		Benefits as percent of pay roll		Percentage increase in cost of plan	
						Low es-timate	High es-timate	Low es-timate	High es-timate	Low es-timate	High es-timate
	Estimate based on original assumptions										
1940.....	\$49	0.17	\$58	0.21	24	\$127	\$138	0.44	0.48	159	182
1945.....	218	.73	533	1.77	142	723	830	2.39	2.71	227	271
1950.....	538	1.71	1,105	3.47	103	1,383	1,538	4.33	4.83	153	182
1955.....	921	2.81	1,454	4.35	55	1,803	2,002	5.40	6.00	92	114
Level 1.....		5.06		4.69	7			5.77	6.34	14	25
	Estimate based on probable maximum cost assumptions										
1940.....	\$46	0.16	\$70	0.25	56	\$144	\$175	0.49	0.50	296	269
1945.....	290	.93	640	2.04	119	862	1,104	2.74	3.51	195	277
1950.....	834	2.52	1,361	4.06	61	1,693	2,089	5.05	6.23	100	147
1955.....	1,445	4.15	1,889	5.33	28	2,311	2,828	6.52	7.98	57	92
Level 1.....		7.88		6.60	16			7.90	9.24	-1	17

<sup>1</sup> Level percent required to support benefits over long-range period.



increased costs since under the various benefit formulas the benefits are relatively larger for lower wages.

(b) *Average retirement age.*—Instead of an assumed average retirement age of 67½, as in item 8 above, there is now used instead age 66. This factor is one for which no data will be available until the system has been in operation many years. Little data are available in regard to retirements under private pension plans in this country and under foreign social insurance systems; applicability of such data to this problem is of an extremely limited nature. In order to be conservative, a lower retirement age has been selected for these new estimates.

(c) *Initial coverage.*—Instead of the original assumption

of 25¼ million persons being covered on a full-time basis at \$1,100 as in item 1 above, it is now assumed that 32 million persons are covered at a wage of \$900. These new assumptions are based on preliminary tabulations of the 1937 wage data. Many of the 32 million persons had, at the end of 1937, only a few dollars of wage credits; this explains to some extent the difference between the original assumption and the actual experience since the original assumption was on a full-time job basis.

(d) *Population and mortality.*—Instead of using the United States population tables based on data from 1920-29, as in item 3 above, the new assumptions provide for the use of the estimates of the National Resources Committee

Table 5.—Status of the unemployment trust fund, by States, for the fiscal years 1937-38 and 1938-39

State	Year of first State pay-roll contributions <sup>1</sup>	Balance as of June 30, 1937	Fiscal year 1937-38				Fiscal year 1938-39 to Mar. 31, 1939			
			Contributions deposited	Interest credited	Withdrawals <sup>2</sup>	Balance as of June 30, 1938	Contributions deposited	Interest credited <sup>3</sup>	Withdrawals	Balance as of Mar. 31, 1939
Total.....		\$313,602,562	\$748,813,896	\$15,172,022	\$195,720,000	\$881,868,479	\$624,671,394	\$19,077,279	\$330,521,000	\$1,195,096,153
Alabama.....	1936	4,911,753	6,627,910	184,428	4,250,000	7,474,091	5,894,263	133,168	5,200,000	8,301,523
Alaska.....	1937		498,958	3,623		502,582	465,616	13,304	70,000	911,501
Arizona.....	1936	930,785	1,815,356	39,170	1,200,000	1,585,311	1,600,000	33,002	1,230,000	1,988,313
Arkansas.....	1937		3,575,206	40,550		3,615,757	2,469,532	88,340	450,000	5,723,629
California.....	1936	27,909,344	63,495,000	1,470,081	12,200,000	80,674,426	57,745,629	1,830,295	23,460,000	116,790,350
Colorado.....	1936	2,309,943	4,035,587	109,493		6,455,024	3,751,232	152,251	930,000	9,428,506
Connecticut.....	1936	8,446,815	12,153,000	308,357	8,250,000	12,658,171	11,775,000	278,796	6,000,000	18,711,967
Delaware.....	1937		2,801,683	21,717		2,823,400	1,658,631	66,845	275,000	4,273,877
District of Columbia.....	1936	3,528,048	5,177,940	141,647	825,000	8,022,634	4,951,396	182,269	1,400,000	11,756,300
Florida.....	1937		6,995,821	57,707		7,053,528	4,490,000	168,827	325,000	11,387,355
Georgia.....	1937		10,767,193	91,905		10,859,098	6,300,000	253,154	1,000,000	16,412,252
Hawaii.....	1937		2,148,538	16,078		2,164,616	1,429,472	54,030	50,000	3,598,118
Idaho.....	1936	994,010	1,596,933	44,153		2,545,097	1,539,683	53,472	1,750,000	2,388,252
Illinois.....	1937		84,314,014	464,423		84,778,436	50,130,000	2,061,909		136,970,346
Indiana.....	1936	14,058,453	15,135,804	544,967	2,500,000	27,239,223	14,543,759	440,538	18,100,000	24,123,520
Iowa.....	1936	2,756,610	7,000,000	163,113		9,919,723	6,100,000	193,739	5,250,000	10,963,462
Kansas.....	1937		7,122,280	78,795		7,201,075	4,387,966	174,432	960,000	10,803,473
Kentucky.....	1936	2,510,460	10,682,000	219,048		13,411,508	8,241,000	320,088	1,400,000	20,572,596
Louisiana.....	1936	3,824,169	7,475,000	176,949	1,750,000	9,726,119	7,200,000	211,829	4,275,000	12,862,948
Maine.....	1936	1,860,890	3,050,000	72,428	2,700,000	2,283,318	2,930,000	42,102	3,120,000	2,135,420
Maryland.....	1936	3,016,920	9,800,000	181,964	6,300,000	6,698,883	9,050,000	157,883	6,200,000	9,706,766
Massachusetts.....	1936	18,869,145	39,300,000	888,931	15,000,000	44,058,076	28,900,000	916,720	17,700,000	56,174,797
Michigan.....	1936	13,131,615	47,986,290	915,648		62,033,523	26,019,569	815,347	51,500,000	37,368,440
Minnesota.....	1936	4,729,730	11,700,000	231,689	5,500,000	11,161,419	10,800,000	258,869	6,000,000	16,220,269
Mississippi.....	1936	1,146,582	2,107,597	53,114	650,000	2,657,293	2,018,000	54,006	1,493,000	3,236,299
Missouri.....	1937		24,094,668	148,029		24,242,698	14,450,000	588,632	1,650,000	37,631,329
Montana.....	1937		3,050,697	33,037		3,083,734	2,200,000	79,543		5,363,278
Nebraska.....	1937		4,801,136	37,824		4,838,959	3,064,000	119,069	575,000	7,447,028
Nevada.....	1937		1,028,946	12,085		1,041,031	704,374	25,336	225,000	1,545,740
New Hampshire.....	1936	2,300,139	3,054,871	86,463	2,070,000	3,371,473	2,385,029	66,595	1,510,000	4,313,097
New Jersey.....	1936	16,635,415	27,176,000	722,522		44,533,937	32,988,000	1,105,216	5,000,000	73,627,153
New Mexico.....	1936	654,159	975,000	28,702		1,657,861	1,150,000	41,516	400,000	2,449,377
New York.....	1936	56,663,175	90,800,000	2,184,506	50,000,000	99,647,681	106,160,000	2,318,294	62,000,000	146,125,975
North Carolina.....	1936	5,582,856	8,255,000	206,068	5,575,000	8,438,923	8,844,000	172,010	5,500,000	11,954,934
North Dakota.....	1937		1,263,116	13,136		1,276,252	805,142	30,677	205,000	1,907,071
Ohio.....	1936	17,119,822	52,102,364	1,173,459		70,395,645	39,711,893	1,655,338	5,800,000	105,962,876
Oklahoma.....	1936	3,527,980	6,080,000	156,612		9,764,592	4,150,000	218,458	1,863,000	12,270,050
Oregon.....	1936	3,351,297	5,184,881	119,390	4,000,000	4,655,568	4,873,722	98,113	3,700,000	5,927,402
Pennsylvania.....	1936	38,004,191	65,522,000	1,527,736	38,500,000	66,553,927	56,912,000	1,233,628	47,000,000	77,699,555
Rhode Island.....	1936	4,505,597	7,207,179	155,047	6,800,000	5,067,824	5,407,436	111,238	3,855,000	6,731,497
South Carolina.....	1936	2,517,696	3,525,000	103,101		6,145,797	3,300,000	133,711	1,200,000	8,379,508
South Dakota.....	1936	473,368	870,000	23,673		1,367,041	870,000	33,791	175,000	2,095,832
Tennessee.....	1936	3,818,051	6,620,000	158,401	3,800,000	7,096,452	6,380,000	145,321	3,900,000	9,721,773
Texas.....	1936	10,658,749	18,810,000	462,744		25,731,494	17,414,000	560,855	8,600,000	35,106,348
Utah.....	1936	1,122,597	2,160,000	48,291	1,725,000	1,635,888	1,980,000	38,163	1,350,000	2,304,062
Vermont.....	1936	660,645	1,273,729	29,271	575,000	1,388,645	1,113,104	31,550	475,000	2,058,298
Virginia.....	1936	4,321,153	7,475,000	183,337	2,950,000	9,029,490	7,475,000	192,116	4,150,000	12,546,606
Washington.....	1937		12,975,603	134,744		13,110,347	7,875,000	308,523	2,065,000	18,928,600
West Virginia.....	1936	3,612,222	10,078,000	176,815	8,600,000	5,267,038	7,205,000	103,732	5,010,000	7,565,770
Wisconsin.....	1934	23,258,176	15,406,156	709,282	6,100,000	33,273,614	12,052,947	671,026	5,750,000	40,247,588
Wyoming.....	1937		1,632,468	17,770		1,650,237	1,110,000	39,610	425,000	2,374,848

<sup>1</sup> Payable under State unemployment compensation laws. Federal contributions from employers have been collectible in all States since Jan. 1, 1934. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, and Rhode Island; employee contributions in Massachusetts have been suspended for July 1, 1938—June 30, 1939.

<sup>2</sup> Represents withdrawals since Jan. 1, 1938, except in the case of Wisconsin, which had withdrawn \$2,250,000 previous to that date.

<sup>3</sup> Interest is credited at the end of each quarter of the fiscal year.

Source: Computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

(medium estimate). These source data, which have just become available within the last year, present the result of an exhaustive study which indicates that mortality will tend to improve greatly in the future. As a result of improved mortality more individuals will live to old age so that benefit costs will be greatly increased despite reductions in cost for benefits for those dying before age 65 (including widows and orphans' benefits).

(e) *In-and-out movement.*—In the original estimate only a small allowance was made for the transfer back and forth of workers between covered and noncovered industries although there was taken into account the factor of women working for only a short time in their youth and then withdrawing completely from gainful employment upon their marriage. In the new cost estimate a greater allowance has been made for this in-and-out movement by assuming that certain proportions of the individuals who are eligible by reason of age but who were previously assumed ineligible because of not being in covered occupations, earn sufficient wage credits to qualify for monthly benefits. Since most of these individuals are assumed to earn only a small amount of wage credits, and since the benefit formulae favor individuals with low amounts of wages, the cost will be increased greatly.

(f) *Disability.*—In these probable maximum cost assumptions it has been further assumed that there would be a slight increase in cost for the disability benefits as a result of the improvement in mortality.

In addition, the inclusion of several new types of benefit provisions in the suggested plan necessitated some further assumptions, namely:

Disability costs estimates are vastly more difficult to prepare than those underlying the various other types of benefits. Therefore, two estimates (low cost and high cost) have been prepared for each set of assumptions. The distinction between low and high cost estimates arises from varied credence given to the factors entering into the cost estimates based on an analysis of German and British social insurance and American disability experiments. It is assumed that in the course of time it will not be either necessary or practicable to retain the very strict definition of disability proposed for the outset. Accordingly, the disability costs embodied in the attached tables have been prepared from experience tables which assume practical interpretations of the definition of permanent total disability, possibly even a progressive liberalization to a level which may be both practicable and socially desirable.

The estimates on dependents' benefits have utilized certain foreign data and the limited available census data of 1930 and later special studies involving family composition. Projection into the future recognizes the trends of the National Resources Committee population study.

Tables were then presented by Mr. Williamson, comparing the costs of title II with four suggested

Table 6.—Status of the old-age reserve account, by months, January 1937–March 1939

Month	Appropriation balance on first of month <sup>1</sup>	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Benefit payments	Cash with disbursing officer at end of month
<b>1937</b>							
January.....	\$265,000,000.00	\$45,000,000	-----	\$45,000,000	-----	\$0.00	\$0.00
February.....	220,000,000.00	45,100,000	-----	45,000,000	\$100,000.00	.00	100,000.00
March.....	174,900,000.00	45,000,000	-----	45,000,000	-----	.00	100,000.00
April.....	129,900,000.00	45,000,000	-----	45,000,000	-----	229.79	99,770.21
May.....	84,900,000.00	45,000,000	-----	45,000,000	-----	7,065.20	92,705.01
June.....	39,900,000.00	39,900,000	\$2,261,810.97	42,100,000	-----	19,674.36	73,030.65
July.....	500,000,000.00	42,000,000	(4)	41,000,000	\$1,061,810.97	46,357.05	1,088,484.57
August.....	458,000,000.00	41,000,000	-----	41,000,000	-----	108,080.84	980,403.73
September.....	417,000,000.00	41,000,000	-----	41,000,000	-----	99,472.25	880,931.50
October.....	376,000,000.00	41,000,000	-----	41,000,000	-----	160,348.62	711,582.88
November.....	335,000,000.00	41,000,000	-----	41,000,000	-----	263,972.69	447,610.19
December.....	294,000,000.00	43,000,000	-----	41,000,000	2,000,000.00	302,274.87	2,145,335.32
<b>1938</b>							
January.....	251,000,000.00	41,000,000	-----	41,000,000	-----	581,004.99	1,564,330.33
February.....	210,000,000.00	41,000,000	-----	41,000,000	-----	602,215.64	962,114.69
March.....	169,000,000.00	43,000,000	-----	41,000,000	2,000,000.00	736,132.95	2,225,981.74
April.....	126,000,000.00	10,800,000	-----	10,800,000	\$-23.35	841,022.47	1,384,935.92
May.....	115,200,023.35	2,200,000	-----	0	\$2,199,921.36	823,297.05	2,761,500.23
June.....	113,000,101.99	0	15,412,232.89	15,400,000	\$-56.56	830,883.47	1,930,620.20
July.....	473,012,391.44	38,000,000	-----	38,000,000	\$-134.05	779,613.08	1,150,973.07
August.....	435,012,525.49	38,000,000	-----	33,000,000	\$4,999,733.27	826,495.23	5,324,211.11
September.....	397,012,792.22	33,000,000	-----	33,000,000	\$-546.86	853,254.97	4,470,409.26
October.....	364,013,339.06	32,000,000	-----	32,000,000	\$-81.65	1,073,917.60	3,396,410.03
November.....	332,013,420.73	32,000,000	-----	32,000,000	\$-215.23	1,023,045.32	2,373,149.48
December.....	300,013,635.96	32,000,000	-----	32,000,000	\$-218.80	1,073,369.15	1,295,561.47
<b>1939</b>							
January.....	268,013,854.82	37,000,000	-----	32,000,000	\$4,999,752.96	1,121,312.29	5,174,002.14
February.....	231,014,101.86	30,000,000	-----	50,000,000	\$-80.51	1,165,339.71	4,018,581.92
March.....	181,014,182.37	30,000,000	-----	50,000,000	\$-89.58	1,443,529.16	2,574,963.18
Cumulative to Mar. 31.....	131,014,271.95	994,000,000	17,674,043.86	994,200,000	17,359,771.91	14,784,808.73	2,574,963.18

<sup>1</sup> On the books of the Bookkeeping and Warrants Division of the Treasury Department. \$265 million was appropriated to the old-age reserve account for the fiscal year 1936-37, \$500 million for the fiscal year 1937-38, and \$360 million for the fiscal year 1938-39. Also see footnote 3 regarding additions to appropriation.

<sup>2</sup> \$61,810.97 of the interest earned during the first 6 months of 1937 was held

as an appropriation balance until July 1937, at which time it was transferred to disbursing officer.

<sup>3</sup> Collections of improper payments made to claimants have been deducted and transferred to the appropriation.

Source: Computed from data in the Daily Statement of the U. S. Treasury.

plans, based on both the original and revised assumptions. Data for two of the plans are given in table 4. The other two plans included either death benefits or disability benefits, but not both. The wide range between the two sets of estimates with different assumptions indicates the difficulty of making long-range estimates due to the many reasonable assumptions which might be made. The estimates do not take account of business cycles which would affect both benefit payments and taxable pay rolls.

### Unemployment Trust Fund

The status of the unemployment trust fund is shown in table 5. Total deposits for the 3-month period ended March 31 amounted to \$221 million. Withdrawals by the 49 jurisdictions paying benefits during the same period totaled \$117.9 million. Withdrawals amounted to \$84 million in the preceding quarter—October 1 to December 31, 1938—and \$128.5 million from July 1 to September 30, 1938. The total balance in the fund increased \$110.2 million during the first quarter of the calendar year 1939, bringing to \$1,195 million the cumulative balance as of the end of March. As indicated in table 1, investment holdings of the fund increased \$121 million from January through March; total holdings represented by special 2½-percent certificates of indebtedness amounted to \$1,185 million. The remainder of the fund was held in the form of an unexpended balance with the disbursing officer.

During the month of March withdrawals from the fund amounted to \$47.3 million, exceeding by \$14.8 million the amount deposited in March. No new issues of special Treasury certificates, therefore, were acquired during the month.

### Old-Age Reserve Account

The operations of the old-age reserve account by months through March 31, 1939, are shown in table 6. The total appropriation balance available for transfer as of the end of March was \$131 million. Transfers from appropriations to the account during the third quarter of the fiscal year amounted to \$137 million as compared with \$125 million during the same quarter of 1937-38. As previously, the total amount transferred during March was invested in 3-percent special Treasury notes, increasing to \$994.3 million the investments of the account. In addition, an uninvested por-

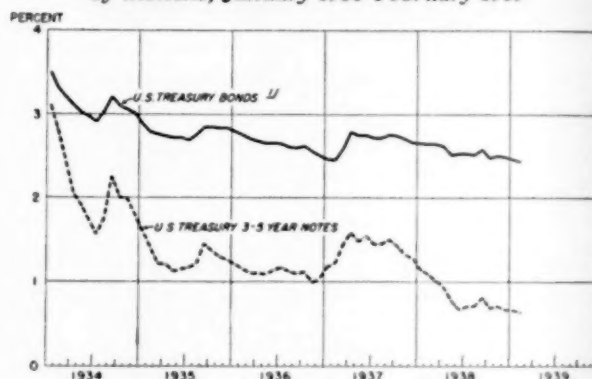
tion of approximately \$2.6 million was held in cash with the disbursing officer.

Lump-sum payments in March amounted to \$1.4 million and were higher than in any prior month. Payments for the quarter ended March 31 were \$3.7 million, or almost double the amount for the same period of the previous year.

### Investments Under the Social Security Act

The old-age reserve account is invested in 3-percent special Treasury notes and the unemployment trust fund in 2½-percent special Treasury certificates. Title II of the Social Security Act provides that all obligations acquired by the old-age reserve account shall yield not less than 3 percent per annum. The minimum yield on obligations acquired by the unemployment trust fund is not fixed at a specific statutory figure but varies with the average rate of interest on the interest-bearing public debt.

Chart II.—Average yields on United States obligations, by months, January 1934–February 1939



<sup>1</sup>All Treasury bonds except those due or callable within 12 years.

Source: Federal Reserve Bulletin.

The average monthly yields on publicly offered United States obligations have been substantially below the minimum required for investment under title II, as indicated in chart II. Monthly average yields on Treasury bonds not due or callable for 12 years or more reached a new low in February 1939, when the average yield was 2.44 percent.<sup>7</sup> The rates on United States Treasury notes are considerably below average bond yields. The almost continuous decline in the average yield of

<sup>7</sup> The Treasury Department revised its averages on yields on long-term Treasury bonds in November 1938. The averages referred to in the text are based on daily yields of all outstanding Treasury bonds not due or callable for 12 years or more. These new averages replace those previously used (see *Social Security Bulletin*, Vol. 1, No. 11 (November 1938), p. 83) which were based on Treasury bonds not due or callable for 8 years or more.



**Table 7.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1937-38 and 1938-39<sup>1</sup>**

[In thousands]

State	Fiscal year 1937-38, total grants	Fiscal year 1938-39 to Mar. 31, 1939								
		Total grants	Social Security Board				Department of Labor			Treasury Depart- ment
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemploy- ment com- pensation adminis- tration 1	Maternal and child- health services 2	Services for crippled children 3	Child- welfare services 4	Public- health work 5
Total.....	\$274,956.9	\$241,092.1	\$156,110.2	\$22,982.6	\$3,988.2	\$45,089.3	\$2,734.7	\$2,326.1	\$1,333.6	\$5,627.4
Alabama.....	2,599.9	1,912.0	696.0	293.6	20.5	547.8	79.0	56.5	4.32	175.5
Alaska.....	252.8	211.8	115.5	(6)	(6)	29.6	31.3	4.4	4.0	26.9
Arizona.....	1,417.3	1,379.9	793.9	212.4	30.7	216.4	43.1	21.2	21.0	41.2
Arkansas.....	1,804.9	1,120.8	472.9	93.2	14.8	274.7	50.8	83.1	23.7	107.5
California.....	25,545.7	21,968.1	16,808.8	1,226.0	848.3	2,722.4	63.0	54.9	28.3	216.4
Colorado.....	6,494.2	5,781.5	4,800.9	452.8	90.1	308.2	26.6	40.9	19.8	42.2
Connecticut.....	3,845.4	2,818.3	1,644.8	(6)	11.8	1,024.9	41.6	9.4	14.9	71.0
Delaware.....	496.3	381.6	109.3	44.8	(6)	165.4	24.0	5.0	10.6	22.5
District of Columbia.....	1,188.6	992.2	390.3	121.4	26.7	335.9	45.5	44.4	15.8	42.1
Florida.....	2,918.4	3,054.4	2,233.7	100.5	132.6	405.5	38.3	20.2	22.7	101.0
Georgia.....	2,340.6	2,561.9	1,248.0	299.5	55.6	555.9	102.2	66.0	42.9	191.8
Hawaii.....	498.8	406.8	99.3	100.5	0	112.2	23.4	16.2	11.5	43.6
Idaho.....	1,687.3	1,402.5	874.5	219.6	28.5	184.5	26.9	12.0	8.6	48.0
Illinois.....	14,977.1	11,054.6	9,725.7	(6)	(6)	763.7	92.4	158.2	42.9	271.8
Indiana.....	8,072.2	7,345.7	4,201.7	1,306.0	219.4	1,364.8	52.6	50.3	37.3	113.6
Iowa.....	5,697.0	5,496.5	4,653.8	(6)	123.0	491.4	33.8	38.1	34.9	121.5
Kansas.....	2,192.8	3,326.4	2,180.6	433.0	90.9	371.0	79.4	56.2	27.1	88.2
Kentucky.....	2,844.2	2,597.1	1,770.3	(6)	(6)	499.2	71.1	63.6	33.1	159.9
Louisiana.....	3,289.2	3,247.9	1,558.1	820.7	49.9	624.6	69.3	(6)	26.6	98.8
Maine.....	1,452.7	2,067.1	1,278.5	163.2	147.8	359.1	23.6	26.0	20.9	48.1
Maryland.....	3,943.2	3,221.3	1,425.5	793.7	60.5	721.8	62.0	30.9	26.8	91.1
Massachusetts.....	15,083.4	14,648.4	10,422.2	1,180.2	125.5	2,620.1	61.5	59.4	5.6	173.9
Michigan.....	10,128.7	10,315.0	5,978.3	1,065.4	53.7	2,839.1	83.6	93.0	20.9	181.1
Minnesota.....	10,578.8	8,350.5	6,226.2	626.2	89.1	1,126.9	43.4	73.6	33.2	131.9
Mississippi.....	1,090.1	1,163.0	639.4	7-1	10.8	262.7	59.8	25.3	31.9	133.3
Missouri.....	7,090.6	7,168.3	5,254.5	487.9	(6)	1,055.2	116.6	60.5	38.7	124.9
Montana.....	1,840.6	1,605.6	1,201.7	196.3	.9	86.1	28.6	38.5	15.2	38.2
Nebraska.....	2,877.2	2,882.8	2,050.9	392.5	54.5	200.6	22.9	40.4	28.6	32.2
Nevada.....	438.2	421.2	240.5	(6)	(6)	128.6	22.0	.6	11.1	18.3
New Hampshire.....	1,100.8	887.2	463.0	43.6	30.3	209.6	36.9	7.3	7.4	29.1
New Jersey.....	4,685.2	5,708.7	2,567.3	1,028.5	62.3	1,766.2	54.7	54.7	25.4	149.6
New Mexico.....	729.1	605.4	203.1	99.6	12.9	153.1	52.3	19.7	11.1	53.7
New York.....	26,117.0	24,001.7	12,302.3	3,251.3	253.7	7,551.2	126.5	92.9	57.1	366.6
North Carolina.....	3,295.4	3,454.2	1,425.9	451.9	143.1	801.1	76.8	74.5	61.2	229.7
North Dakota.....	1,088.4	966.3	650.8	129.3	4.8	124.4	20.3	22.0	14.7	242.2
Ohio.....	18,575.8	14,389.5	10,777.0	1,098.8	352.4	1,703.2	71.2	104.6	40.1	115.9
Oklahoma.....	5,788.9	6,467.0	4,857.0	645.9	155.2	499.3	66.7	67.1	59.9	56.8
Oregon.....	3,201.8	2,567.4	1,697.3	164.4	48.1	530.1	39.0	15.1	16.6	308.6
Pennsylvania.....	24,139.6	17,086.2	8,739.2	2,301.4	(6)	5,473.5	105.0	108.7	49.8	45.4
Rhode Island.....	1,633.6	1,305.0	546.8	121.3	(6)	546.0	19.5	16.4	9.5	150.0
South Carolina.....	1,729.8	1,771.0	831.9	215.1	34.4	352.5	97.6	56.8	32.8	49.4
South Dakota.....	1,541.4	1,843.9	1,596.9	(6)	18.2	102.8	44.7	16.4	15.6	166.2
Tennessee.....	3,080.9	2,854.0	1,250.2	545.0	90.9	678.8	55.8	33.7	33.4	242.6
Texas.....	12,841.6	9,357.6	7,358.7	(6)	(6)	1,484.8	115.9	103.8	51.8	45.0
Utah.....	2,570.6	1,940.4	1,337.1	245.2	24.7	219.4	34.2	20.2	14.6	32.7
Vermont.....	874.2	669.6	367.6	30.7	10.8	159.2	39.0	14.2	15.5	143.1
Virginia.....	1,179.6	1,480.6	416.7	63.5	41.7	639.3	66.2	70.0	40.2	38.3
Washington.....	6,573.2	5,094.8	3,757.7	505.1	135.2	572.5	18.2	47.6	20.1	96.9
West Virginia.....	3,594.3	2,678.4	1,168.7	436.2	59.0	816.4	23.0	50.0	28.1	102.8
Wisconsin.....	7,296.2	6,585.9	4,332.4	925.5	207.6	880.2	43.9	66.8	26.6	6.7
Wyoming.....	663.2	474.1	266.4	51.1	17.3	117.6	9.0	6.0	(6)	

<sup>1</sup> Excludes Federal funds for vocational rehabilitation under title V, pt. 4, which are not segregated from other Federal funds provided for a similar purpose. For any given period, amounts in this table may differ from those in tables 8 and 9 since amounts certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

<sup>2</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet the requirements of the unemployment

ment compensation program; as of Mar. 31, 1939, such grants had been made to 50 States in which benefits were payable or were soon to become payable.

<sup>3</sup> Administered by the U. S. Children's Bureau.

<sup>4</sup> Administered by the U. S. Public Health Service.

<sup>5</sup> No plan approved by the Social Security Board.

<sup>6</sup> No plan approved by the Chief of the U. S. Children's Bureau.

<sup>7</sup> Refund of unexpended grant for the fiscal year 1937-38. No plan approved by the Social Security Board for fiscal year 1938-39 as of Mar. 31, 1939.

Source: Computed from data furnished by U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

these notes since early 1937 brought the rate down to 0.53 percent for the week ended March 18. Similarly, the rates offered on Treasury bills during the same period have been at a low point. The rate on new issues throughout the month of March was negligible, being lower than the rate in February 1939 which was 0.004. These low

yields reflect primarily the large supply of funds on the market seeking investment opportunities.

In determining the rate of interest of special Treasury certificates issued to the unemployment trust fund, the computed rate of interest on the interest-bearing debt outstanding is used. This rate of interest in March was 2.603 percent, or

**Table 8.—Federal grants to States for public assistance: Advances authorized and certified<sup>1</sup> by the Social Security Board to the Secretary of the Treasury for the first and second, third, and fourth quarters of the fiscal year 1938-39, as of Apr. 30, 1939<sup>2</sup>**

[In thousands]

State	Advances certified for first and second quarters of fiscal year 1938-39			Advances certified for third quarter of fiscal year 1938-39			Advances authorized for fourth quarter of fiscal year 1938-39			Advances certified for fourth quarter of fiscal year 1938-39		
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind
<b>Total</b> .....	<b>\$99,192.4</b>	<b>\$14,706.8</b>	<b>\$2,482.5</b>	<b>\$53,339.9</b>	<b>\$7,570.7</b>	<b>\$1,344.3</b>	<b>\$39,809.5</b>	<b>\$5,571.9</b>	<b>\$1,198.7</b>	<b>\$30,708.2</b>	<b>\$4,067.5</b>	<b>\$831.3</b>
Alabama.....	591.4	196.4	14.9	230.4	115.3	6.6	103.9	52.4	3.1	0	0	0
Alaska.....	78.0	( <sup>3</sup> )	( <sup>3</sup> )	37.5	( <sup>3</sup> )	( <sup>3</sup> )	47.7	( <sup>3</sup> )	( <sup>3</sup> )	29.3	( <sup>3</sup> )	( <sup>3</sup> )
Arizona.....	516.2	130.2	21.1	277.7	82.2	9.6	290.1	86.7	11.7	191.8	55.9	7.8
Arkansas.....	313.9	61.5	9.8	159.1	31.7	5.0	55.8	13.1	2.2	55.8	13.1	2.2
California.....	10,872.1	831.0	544.2	5,714.7	422.5	288.5	5,895.2	380.2	307.9	3,848.1	230.3	203.7
Colorado.....	2,695.1	256.8	53.0	1,503.9	138.1	26.5	601.9	57.9	10.7	601.9	57.9	10.7
Connecticut.....	1,224.4	( <sup>3</sup> )	7.0	635.8	( <sup>3</sup> )	4.7	211.0	( <sup>3</sup> )	5.4	211.0	( <sup>3</sup> )	2.8
Delaware.....	81.4	32.8	( <sup>3</sup> )	43.5	16.5	( <sup>3</sup> )	28.1	15.4	( <sup>3</sup> )	28.1	9.9	( <sup>3</sup> )
District of Columbia.....	241.6	100.8	16.3	116.9	32.5	9.3	128.2	36.6	9.4	84.2	20.6	6.2
Florida.....	1,321.0	75.1	67.5	868.3	25.4	50.3	495.0	7.9	33.8	495.0	7.9	33.9
Georgia.....	979.1	238.9	41.6	345.7	86.1	19.2	139.5	20.6	7.4	139.5	20.6	7.4
Hawaii.....	74.7	76.7	0	24.6	23.8	0	21.9	21.7	5	21.9	21.7	5
Idaho.....	571.7	137.4	19.4	302.9	82.1	9.1	304.2	83.0	10.5	204.3	56.6	7.0
Illinois.....	7,219.3	( <sup>3</sup> )	( <sup>3</sup> )	3,669.7	( <sup>3</sup> )	( <sup>3</sup> )	2,528.2	( <sup>3</sup> )	( <sup>3</sup> )	2,528.2	( <sup>3</sup> )	( <sup>3</sup> )
Indiana.....	2,716.5	809.3	134.2	1,489.5	440.5	74.4	1,571.0	440.3	78.4	984.6	275.4	62.0
Iowa.....	3,058.4	( <sup>3</sup> )	79.9	1,606.5	( <sup>3</sup> )	43.1	497.3	( <sup>3</sup> )	10.7	497.3	( <sup>3</sup> )	10.7
Kansas.....	1,312.4	261.1	49.0	672.0	128.0	32.5	693.0	163.7	34.3	446.1	103.8	21.8
Kentucky.....	1,170.6	( <sup>3</sup> )	( <sup>3</sup> )	576.4	( <sup>3</sup> )	( <sup>3</sup> )	194.1	( <sup>3</sup> )	( <sup>3</sup> )	194.1	( <sup>3</sup> )	( <sup>3</sup> )
Louisiana.....	898.4	484.8	27.4	508.7	232.1	17.3	479.5	242.3	15.7	315.2	163.0	10.4
Maine.....	768.6	98.5	91.7	378.9	48.5	41.5	386.4	49.0	44.7	258.7	32.6	29.8
Maryland.....	949.3	527.7	37.4	482.9	260.9	20.7	313.1	188.6	14.0	313.1	188.6	14.0
Massachusetts.....	6,058.5	678.7	72.6	3,253.7	371.4	39.4	3,396.2	390.4	40.6	2,258.3	260.2	27.1
Michigan.....	4,077.0	620.6	34.9	1,905.1	444.7	18.8	2,211.4	484.6	21.7	1,428.1	317.1	15.5
Minnesota.....	4,039.2	376.5	52.9	2,109.3	197.1	28.8	707.8	77.6	9.1	707.8	77.6	9.1
Mississippi.....	436.2	( <sup>3</sup> )	2.5	149.3	( <sup>3</sup> )	6.2	208.1	( <sup>3</sup> )	6.3	131.1	( <sup>3</sup> )	4.1
Missouri.....	3,575.8	390.1	( <sup>3</sup> )	1,978.6	141.1	( <sup>3</sup> )	753.1	75.4	( <sup>3</sup> )	753.1	75.4	( <sup>3</sup> )
Montana.....	802.3	133.1	0	400.5	63.2	9	215.7	34.1	4.0	215.7	34.1	2.4
Nebraska.....	1,312.4	244.8	33.4	739.6	147.7	21.1	254.8	51.0	7.1	254.8	51.0	7.1
Nevada.....	160.1	( <sup>3</sup> )	( <sup>3</sup> )	93.1	( <sup>3</sup> )	( <sup>3</sup> )	95.4	( <sup>3</sup> )	( <sup>3</sup> )	61.6	( <sup>3</sup> )	( <sup>3</sup> )
New Hampshire.....	280.4	25.5	17.0	138.9	13.7	9.7	155.6	13.2	11.1	101.5	8.8	7.3
New Jersey.....	1,466.8	694.4	42.0	842.5	334.0	20.3	906.6	199.6	22.0	599.4	81.0	14.3
New Mexico.....	137.3	68.5	8.7	65.8	31.0	4.2	72.8	37.2	4.7	48.6	24.8	3.2
New York.....	7,280.8	2,072.2	135.3	3,829.1	891.8	90.1	2,505.7	683.0	94.9	2,505.7	683.0	61.6
North Carolina.....	928.7	282.9	81.4	457.1	127.3	47.6	140.0	41.7	14.2	140.0	41.7	14.2
North Dakota.....	433.1	64.9	1.7	219.7	64.4	3.1	79.6	17.4	3.8	79.6	17.4	2.4
Ohio.....	7,135.9	734.6	233.3	4,038.9	361.7	115.9	4,217.2	365.9	121.1	2,811.4	227.8	79.0
Oklahoma.....	1,841.0	262.1	73.0	1,761.1	186.6	52.0	1,216.4	139.0	30.9	1,216.4	139.0	30.9
Oregon.....	1,229.1	114.0	37.3	630.7	54.0	15.2	675.8	62.6	18.2	429.0	32.0	10.7
Pennsylvania.....	5,645.9	1,433.7	( <sup>3</sup> )	3,172.4	867.7	( <sup>3</sup> )	790.0	155.0	( <sup>3</sup> )	790.0	155.0	( <sup>3</sup> )
Rhode Island.....	363.7	80.4	( <sup>3</sup> )	188.5	41.0	( <sup>3</sup> )	60.5	10.2	( <sup>3</sup> )	60.5	10.2	( <sup>3</sup> )
South Carolina.....	692.4	174.2	29.3	139.4	40.9	5.0	185.8	47.2	9.5	185.8	47.2	9.5
South Dakota.....	1,074.0	( <sup>3</sup> )	10.7	525.4	( <sup>3</sup> )	7.5	489.3	( <sup>3</sup> )	5.4	327.6	( <sup>3</sup> )	3.6
Tennessee.....	1,039.0	412.0	67.1	448.6	190.8	38.0	439.6	194.0	33.3	289.1	127.5	22.3
Texas.....	4,837.0	( <sup>3</sup> )	( <sup>3</sup> )	2,470.6	( <sup>3</sup> )	( <sup>3</sup> )	1,662.5	( <sup>3</sup> )	( <sup>3</sup> )	1,662.5	( <sup>3</sup> )	( <sup>3</sup> )
Utah.....	935.7	163.1	17.4	401.4	82.1	7.3	425.7	83.4	6.3	278.9	50.8	3.5
Vermont.....	238.3	16.6	7.4	130.9	14.2	3.5	47.9	4.5	3.8	47.9	4.5	2.3
Virginia.....	204.2	31.1	29.8	212.6	32.3	11.9	0	0	11.9	0	0	4.7
Washington.....	2,451.0	314.9	91.8	1,310.9	190.3	43.4	1,363.6	189.6	45.7	454.5	55.9	12.7
West Virginia.....	804.5	295.5	40.3	382.6	155.5	18.7	393.5	140.6	20.1	245.2	80.2	12.9
Wisconsin.....	2,564.2	607.8	135.0	1,598.0	320.5	71.3	1,095.9	192.4	46.5	1,095.9	192.4	46.5
Wyoming.....	193.8	35.6	13.3	100.0	19.5	5.8	120.9	22.9	6.1	80.0	15.0	3.7

<sup>1</sup> This table is not comparable to tables showing amount of obligations incurred for payments to recipients, which include payments to recipients from Federal, State, and local funds but exclude administrative expenses.

<sup>2</sup> See *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), p. 75, for advances certified for public assistance for fiscal year 1937-38.

<sup>3</sup> No plan approved by the Social Security Board for period covered in this column.

<sup>4</sup> Advance certified for second quarter; no plan approved for first quarter.

<sup>5</sup> Advance certified for second quarter; no advance certified for first quarter.

Source: Social Security Board, Bureau of Accounts and Audits.

0.016 percent higher than the average in the previous month. The slight increase in the computed rate of interest when market yields were declining may be attributed to the change in the composition of the interest-bearing debt. As the proportion of bonds to the total debt outstanding in-

creases, the average rate of interest on this computed interest-rate basis probably will rise.

Among the various factors which have contributed toward the declining yields for returns on Government securities are the influx of foreign short-term funds, the large excess reserves of the

Table 9.—Federal grants to States for administration of unemployment compensation laws and State employment services:<sup>1</sup> Advances certified<sup>2</sup> by the Social Security Board to the Secretary of the Treasury for the first and second, third, and fourth quarters of the fiscal year 1938-39,<sup>3</sup> as of Apr. 30, 1939

(In thousands)

State	Administration of unemployment compensation and employment services			Unemployment compensation administration			Employment service administration		
	First and second quarters	Third quarter	Fourth quarter	First and second quarters	Third quarter	Fourth quarter	First and second quarters	Third quarter	Fourth quarter
Total.....	\$30,588.0	\$15,699.8	\$2,670.5	\$20,289.8	\$10,449.1	\$1,560.3	\$10,298.2	\$5,250.7	\$1,110.2
Alabama.....	370.4	168.1	36.3	255.7	100.5	12.7	114.7	67.6	23.0
Alaska.....	19.8	9.8	2.3	14.1	7.8	2.3	5.7	2.0	0
Arizona.....	156.4	* 60.0	* 24.1	106.7	* 34.8	* 16.8	49.7	* 25.2	* 7.3
Arkansas.....	205.9	68.9	8.2	129.2	55.0	6.7	76.7	13.9	1.8
California.....	1,729.5	1,064.4	372.6	1,570.8	897.2	313.6	158.7	167.2	59.0
Colorado.....	184.8	123.4	11.1	113.8	78.1	9.0	71.0	45.3	2.1
Connecticut.....	730.0	* 292.7	* 73.6	589.4	* 211.5	* 49.9	140.6	* 81.2	* 23.7
Delaware.....	119.2	46.2	14.1	76.1	39.4	13.6	43.1	6.8	0.6
District of Columbia.....	221.4	* 118.2	* 45.8	140.3	* 72.6	* 29.3	81.1	* 45.6	* 16.5
Florida.....	232.6	172.9	0	153.8	102.3	0	78.8	70.6	0
Georgia.....	345.0	210.8	41.7	156.0	115.5	36.0	189.0	95.3	5.7
Hawaii.....	73.4	38.9	0	67.9	35.7	0	5.5	3.2	0
Idaho.....	140.0	44.5	19.1	104.8	* 26.0	16.7	36.2	18.5	2.4
Illinois.....	437.2	326.4	222.2	437.2	223.8	100.8	202.5	102.6	121.4
Indiana.....	899.4	465.4	129.5	636.9	325.1	96.7	262.5	140.3	32.8
Iowa.....	354.2	* 137.2	* 44.0	246.7	* 74.7	* 27.8	107.5	* 62.5	* 16.2
Kansas.....	253.5	117.6	0	158.6	104.4	0	94.9	13.2	0
Kentucky.....	268.7	230.5	0	191.3	194.7	0	77.4	35.8	0
Louisiana.....	431.8	192.9	52.4	284.3	125.4	35.8	147.5	67.5	16.6
Maine.....	251.2	* 107.9	* 30.3	187.9	* 77.3	* 30.3	63.3	* 30.6	0
Maryland.....	481.6	240.2	70.4	350.9	170.8	54.3	130.7	69.4	16.1
Massachusetts.....	1,729.3	890.8	208.1	1,306.4	635.2	153.3	422.9	255.6	54.8
Michigan.....	1,961.8	* 877.2	* 33.7	1,260.1	535.4	0	701.7	* 341.8	* 33.7
Minnesota.....	780.9	360.1	98.7	544.8	280.4	66.8	236.1	109.7	31.9
Mississippi.....	172.3	94.2	30.6	120.4	59.1	21.5	51.9	35.1	9.1
Missouri.....	559.6	488.5	20.4	337.4	292.8	0	222.2	195.7	20.4
Montana.....	56.4	29.7	5.9	56.4	29.7	5.9	0	0	0
Nebraska.....	157.5	103.1	11.1	83.2	65.2	7.0	74.3	37.9	4.1
Nevada.....	81.7	47.0	0	48.2	31.3	0	33.5	15.7	0
New Hampshire.....	188.9	* 80.7	13.2	133.8	* 55.5	* 6.5	55.1	* 25.2	* 6.7
New Jersey.....	1,111.7	654.3	0	701.3	493.2	0	410.4	161.1	0
New Mexico.....	104.4	48.8	2.8	56.7	27.8	2.8	47.7	21.0	0
New York.....	5,116.4	2,434.8	266.5	2,858.6	1,401.4	0	2,257.8	1,033.4	266.5
North Carolina.....	602.7	288.4	72.7	470.8	209.1	53.8	131.9	79.3	18.9
North Dakota.....	84.7	39.8	0	42.3	18.3	0	42.4	21.5	0
Ohio.....	983.3	860.4	39.0	792.9	719.9	39.0	190.4	140.5	0
Oklahoma.....	273.7	125.7	4.4	203.6	86.6	4.4	170.1	39.1	0
Oregon.....	263.7	166.4	30.2	282.4	121.2	18.8	81.3	45.2	11.4
Pennsylvania.....	3,799.6	1,673.9	211.1	2,135.7	910.6	75.8	1,663.9	763.3	135.3
Rhode Island.....	379.2	166.9	60.4	322.7	148.8	54.1	56.5	18.1	6.3
South Carolina.....	248.3	118.3	25.1	180.4	84.8	16.9	67.9	33.5	8.2
South Dakota.....	63.2	39.5	2.3	47.3	24.9	2.3	15.9	14.6	0
Tennessee.....	465.7	213.2	64.4	272.5	121.0	36.2	193.2	92.2	28.2
Texas.....	946.5	* 538.3	* 168.7	483.7	* 263.7	* 62.8	462.8	* 274.6	* 105.9
Utah.....	160.7	* 58.8	* 21.3	116.6	* 40.0	* 16.2	44.1	* 18.8	* 5.1
Vermont.....	113.8	* 45.4	* 15.7	80.8	* 30.1	* 10.7	33.0	* 15.3	* 5.0
Virginia.....	435.1	* 204.1	* 47.7	316.1	* 145.7	* 41.8	119.0	* 58.4	* 5.9
Washington.....	345.6	226.8	0	169.0	160.2	0	176.6	66.6	0
West Virginia.....	627.4	* 254.9	* 3.2	471.8	* 191.7	0	155.6	* 63.2	* 3.2
Wisconsin.....	591.7	* 288.5	0	374.0	188.3	0	217.7	* 100.2	0
Wyoming.....	76.2	44.4	15.1	47.5	34.6	10.9	28.7	9.8	4.2

<sup>1</sup> Excludes grants by U. S. Employment Service under Wagner-Peyser Act and State and local appropriations to employment service.

<sup>2</sup> Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation which is not necessarily the period in which certification is made. All grants authorized for fiscal year 1938-39 as of Apr. 30 have been certified.

<sup>3</sup> See Social Security Bulletin, Vol. 2, No. 1 (January 1939), p. 71, for advances certified for administration of unemployment compensation and employment services for fiscal year 1937-38.

<sup>4</sup> Grant covers both third and fourth quarters of fiscal year 1938-39.

<sup>5</sup> This figure was incorrectly reported as \$37,000 in the April Bulletin; \$11,000 of this amount should have been reported as certified for fourth quarter.

Source: Social Security Board, Bureau of Accounts and Audits.



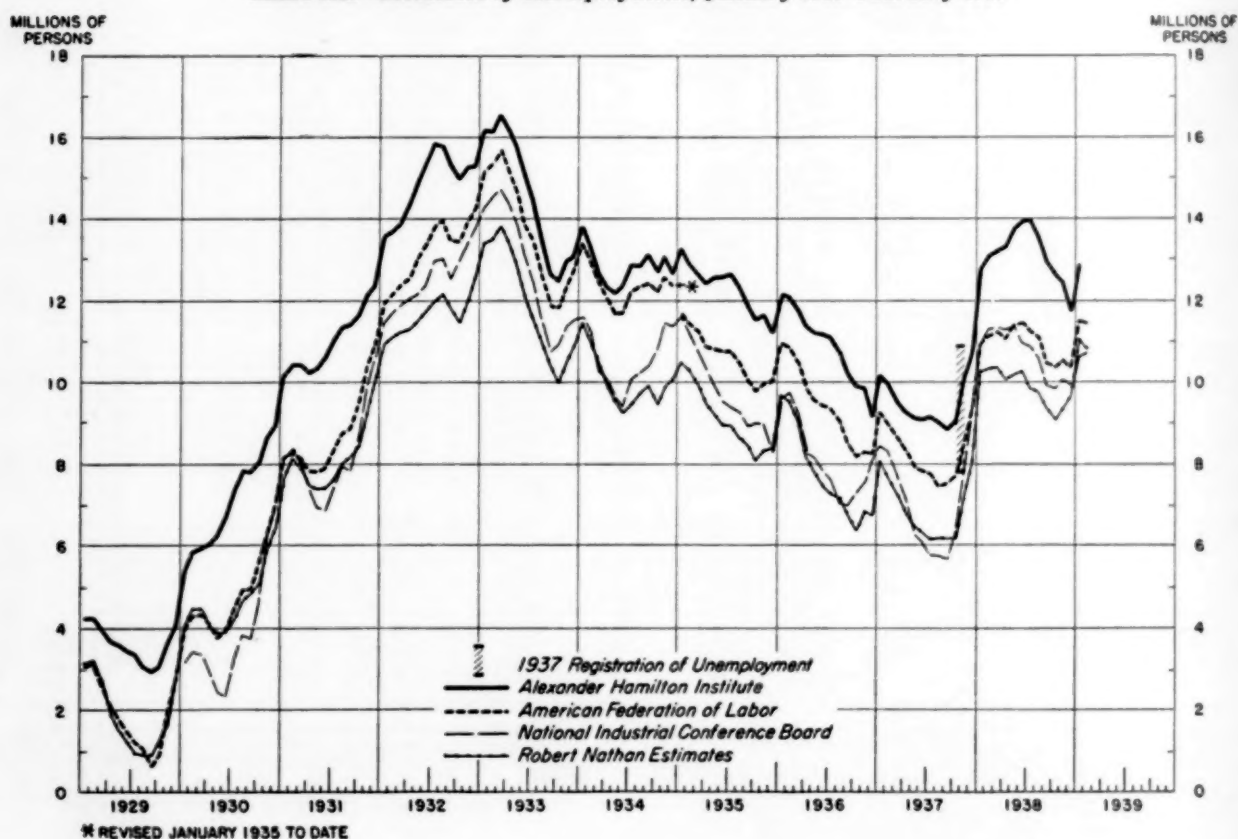
banks, and Treasury financing policy. The increased gold stock of the United States, which reached the \$15 billion level for the first time in March 1939, is largely a result of the huge flow of capital to the United States due to the economic and political situation abroad. Treasury expenditures as well as the inflow of gold have increased the excess reserves of all member banks of the Federal Reserve System. These excess reserves for the week ended March 15 were \$3,443 million, or slightly under the all-time high of \$3,644 million at the end of January. Furthermore, the fact that the Treasury announced at the end of February that no new cash would be raised in the March financing was followed by a considerable increase in Government security prices and a corresponding decline in yields.

Changes in the interest-bearing public debt are important in connection with social security financing not only because of the effect upon interest yields but because of the increasing proportion of the debt held by the social security funds. During

March of this year the interest-bearing public debt increased \$116.5 million. Changes in investments of holders of social security funds in the same period increased \$50 million—from \$2,129.3 million to \$2,179.3 million. Investments in both the unemployment trust fund and the old-age reserve account represented 5.5 percent of the total interest-bearing debt at the end of March.

Treasury financing for other than social security purposes took the form of additional offerings of three outstanding Treasury issues in exchange for Treasury notes maturing June 15, 1939. Holders of these maturing obligations were offered the privilege of exchanging them for 1½-percent Treasury notes of Series B maturing in 1943, 2½-percent Treasury bonds of 1950-52, or 2½-percent Treasury bonds of 1960-65. At the end of February there was outstanding \$1,293.7 million in 2½-percent Treasury notes, Series A, maturing June 15, 1939. The exchanges amounted to \$1,266.9 million divided as follows among the three issues of bonds and notes: \$894.4 million of notes were

Chart III.—Estimates of unemployment, January 1929–February 1939



exchanged for 2½-percent Treasury bonds of 1960-65, \$319.4 million were exchanged for 2½-percent Treasury bonds of 1950-52, and \$53.1 million for 1½-percent Treasury notes of Series B, 1943.

### **General Economic Conditions**

During March, business activity continued at about the same level as in February. The Federal Reserve Board index of industrial production, adjusted for seasonal variation, remained level at 98 and was well above the index of 79 for March 1938.

Two of the four estimates shown in chart III indicate a decline in unemployment in February. In March, the Federal Reserve Board adjusted index of factory employment declined to 91.0 from 91.3 in February. The Bureau of Labor

Statistics index of factory pay rolls, unadjusted for seasonal variation, rose from 85.4 in February to 86.8 in March. The Department of Commerce adjusted index of national income increased slightly, and compensation of employees decreased in March as compared with February.

The Bureau of Labor Statistics index of wholesale prices declined from 76.9 to 76.7, and the index of retail food prices from 76.8 to 76.4 between February and March. The daily average of Moody's spot commodity price index declined slightly, whereas the average daily closing prices of industrial stocks and bonds rose during the same period. The value of construction contracts awarded, as reported by the F. W. Dodge Corporation, rose from \$220.2 million in February to \$300.7 million in March.

# RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

## GENERAL

"Bigger Pensions for More of the Aged: What Retired Workers and Dependents Will Get." *United States News*, Washington, Vol. 7, No. 14 (April 3, 1939), p. 3.

A comparison of present old-age insurance provisions of the Social Security Act with official proposals for changed schedules of payments.

CLARK, J. M. "An Appraisal of Compensatory Devices." *American Economic Review*, Menasha, Wis., Vol. 29, No. 1, Supplement (March 1939), pp. 194-208. (Also in *Conference Board Bulletin*, New York, April 14, 1939, pp. 80-86.)

A discussion of deficit spending as a method of achieving permanent revival and especially as a remedy for "chronic partial stagnation of an economic system like our own." Includes a discussion of unemployment compensation as a means of regularizing consumers' buying power.

GETTYS, LUELLA, and KEY, V. O., JR. "Dominion Grants to the Canadian Provinces." *State Government*, Chicago, Vol. 12, No. 4 (April 1939), pp. 63-65, 74.

Describes the history and present status of unconditional and conditional grants by the Canadian Government to the Provinces.

GILLIN, JOHN LEWIS. *Social Pathology*. Rev. ed. New York, London: Appleton-Century, 1939. 648 pp. (Century Social Science Series.)

Revised edition of a college text which treats "social maladjustments in a framework of sociological theory." The principal divisions deal with the pathology of the individual, and of domestic relationships, social organization, and economic and cultural relationships. The provisions of the Social Security Act are described, with information as of 1937.

HENDRICKS, HAZEL A. "Behold the American Pariah—II." *Social Work Today*, New York, Vol. 6, No. 7 (April 1939), pp. 15-18.

Describes present and potential resources for the aid and rehabilitation of migratory agricultural workers and recommends a Federal solution beginning with relief and medical care.

INTERNATIONAL CITY MANAGERS' ASSOCIATION. *The Municipal Year Book, 1939*. Clarence E. Ridley and Orin F. Nolting, editors. Chicago: The Association, 1939. 587 pp.

The sixth issue of this reference work presents facts on the administration of all American cities having a population of 5,000 or over, and detailed data on personnel, finance, and other activities for larger cities. Fred K. Hoehler and W. F. Walker contribute papers on Public Welfare and Public Health, respectively. Social Security Board tables on relief in 116 urban areas are given for 1938, together with an explanation and charts prepared

by the Division of Public Assistance Research. Classified lists of bibliographical data are included.

NATIONAL CONFERENCE OF SOCIAL WORK. *Proceedings . . . at the Sixty-Fifth Annual Session Held in Seattle, Washington, June 26-July 2, 1938*. Chicago: University of Chicago Press, 1939. 802 pp.

A collection of 65 papers selected for publication because of their general significance and because they "seemed to make a new contribution to the field of social-work literature." Among those having discussions of or special implications for the social security program are the following (arranged alphabetically by author): The Establishment and Maintenance of Standards of Social Work in Public Service, by David C. Adie; Medical Care for the Wage-Earning Group, by Andrew J. Biemiller; Effect of New Forms of Power Upon the Lives of Workers, by Margaret Bondfield; Recreational Needs of the Aged, by Morris Chase; Protection of Children in Adoption, by Mary Ruth Colby; Medical Care as a Basic Component in a Public Assistance Program, by H. Jackson Davis; The Job of State Administrator, by Charles F. Ernst; Community Organization and Public Welfare Agencies on a State-Wide Basis, by John F. Hall; Interplay of the New Services From the Ground Up in the Pacific Coast Forest-Products Industries, by Alexander Heron; Relation of Social Work and Medical Care From the Point of View of the Medical Profession, by R. G. Leland; Medical Needs Revealed by the National Health Survey, by George St. John Perrott; The Role of the Employment Service, by W. Frank Persons; Need of Case Work in a Public Relief Agency, by Rosemary Reynolds; What Are the Case-Work Needs of the Aged?, by Gertrude A. Smith; and The Federal Unemployment Program, by Aubrey C. Williams.

"Old-Age Tax' Hits Investor." *Investor America*, Chicago, Vol. 5, No. 2 (February 1939), pp. 10-11.

Results of a survey of 137 companies, showing 1937 social security taxes, total shares of stock outstanding, tax per share of stock, and relation of social security taxes to total taxes.

"The Question of the Week: Should Pay-Roll Taxes Be Revised to Aid Business and Employment?" *United States News*, Washington, Vol. 7, No. 15 (April 10, 1939), p. 4.

Answers from businessmen to questions on the pay-roll tax as a deterrent to employment and whether the tax adds "importantly to the problems of operating a small business," and on income taxes versus pay-roll taxes. Though limited in number, the answers indicate an opinion that pay-roll taxes, like all taxes, are a deterrent to employment, but that income taxes are not favored as a substitute.

"Survey of Taxes Paid by Business in 1938; A Preliminary Report." *Dun's Review*, New York, Vol. 47, No. 2132 (April 1939), pp. 8-20.



Report of the Dun & Bradstreet Research and Statistical Division on an analysis of 10,000 returns from tax questionnaires mailed to every concern of record on January 1, 1939. All types of taxes are included, with tables and discussions of their effect upon individual industries.

TENNESSEE. STATE PLANNING COMMISSION. *Federal Aid in Tennessee*. Compiled by Leo J. Zuber. Nashville: The Commission, 1939. 63 pp. Processed. (Bulletin 16.)

A systematic account of "the sources and the amounts of the individual Federal aid funds, the conditions under which each is received and . . . what opportunity exists to increase the State's receipts." Of interest as a concise exhibit of the Federal-State relationship in the field of grants-in-aid.

THORP, WILLARD L., Editor. *Economic Problems in a Changing World*. New York: Farrar & Rinehart, 1939. 820 pp.

This book, by various authors, is "dedicated to the proposition that our economic system is behaving rather badly." The discussion of labor problems by the late Edward Berman—which was revised by Dr. Henry David, of Queens College—has a chapter on labor legislation, including a description of the Social Security Act.

TOWLE, CHARLOTTE. "The Individual in Relation to Social Change." *Social Service Review*, Chicago, Vol. 13, No. 1 (March 1939), pp. 1-31.

A philosophical and psychological analysis of the individual, democracy, and social case work, developing the idea of the Social Security Act as "social change in a democratic direction" and as a comprehensive plan whereby "an appropriate instrument has been established for administering to the needs of the people within a democracy."

WOLL, MATTHEW. "Liberalize Old Age Benefits." *American Federationist*, Washington, Vol. 46, No. 4 (April 1939), pp. 384-388.

Presents testimony before the House Ways and Means Committee, March 7, 1939, giving briefly the program of the American Federation of Labor for extension of old-age insurance coverage, old-age assistance, aid to dependent children, transient relief, aid to the physically handicapped, health insurance, and administrative coordination of the entire social security program.

WOOFER, T. J., JR., and WINSTON, ELLEN. *Seven Lean Years*. Chapel Hill: The University of North Carolina Press, 1939. 187 pp.

"The primary objective of this book is to give consideration to rural problems in terms of human elements as well as in terms of production, prices, and markets." It deals with the extent of rural distress and its basic causes, distressed classes and areas, and inequality of opportunity in rural institutions. The most fundamental aspects of maladjustment in rural areas are noted and methods outlined for the reconstruction of rural life to prevent the recurrence of needless distress.

## HEALTH AND MEDICAL CARE

BALL, GEORGIA. "Case Work With Crippled Children." *The Family*, Albany, N. Y., Vol. 20, No. 2 (April 1939), pp. 56-63.

A discussion of some special problems likely to be encountered in case work with crippled children and their parents.

GALLAGHER, DONALD. "Power of the Industrial Commission to Settle Disputes Arising Under Workmen's Compensation Legislation by the Several Acts of Its Members and Deputies";—and MCGOVNEY, D. O. "The Industrial Commission's Dilemma and a Proposed Remedy." *California Law Review*, Berkeley, Vol. 27, No. 3 (March 1939), pp. 241-265, and pp. 266-285.

These two articles discuss legal questions relating to the system of adjudication of the California Industrial Accident Commission.

HOOD, R. C. "Crippled Children's Services Under the Social Security Act—Three Years Old." *The Crippled Child*, Lorain, Ohio, Vol. 16, No. 6 (April 1939), pp. 166-171.

A summary of progress since February 1, 1936, when grants for services to crippled children became available under the Social Security Act. Emphasis on aftercare and social and psychological problems are noted as recent trends.

HOOD, R. C. "Progress in Services for Crippled Children Under the Social Security Act." *West Virginia Public Assistance Journal*, Charleston, Vol. 2, No. 3 (February 1939), pp. 3-6.

A paper presented at the West Virginia Conference of Social Work by the Director of the Crippled Children's Division of the U. S. Children's Bureau. It describes the provisions and some of the results of title V, part 2, which is termed "the first permanent program of medical care based on the principle of Federal grants-in-aid to the States and on cooperation with professional and other groups and organizations having closely related interests."

KENT, CONSTANCE. "The Wage Earner's Stake in Health." *American Federationist*, Washington, Vol. 46, No. 4 (April 1939), pp. 371-372.

This second article of a series points out briefly the unpredictable nature of high-cost illnesses.

LESSER, HENRY. *The National Health Insurance Acts, 1936-1938; With Explanatory Notes, Reported Cases, Decisions of the Minister of Health, and Statutory Rules and Orders*. London: Stone & Cox, Ltd., 1939. 1,283 pp.

A comprehensive legal text dealing with the British system of National Health Insurance. It contains a foreword by Walter E. Elliot, Minister of Health; an introductory chapter by the author outlining the system; the text, extensively annotated, of the 1936 and later acts; and the text of all regulations (statutory rules and orders) in effect as of January 31, 1939. Reference guides

include an index, a table of statutes referred to, a list of National Health Insurance laws, tables of cases and of decisions on liability and appeals, and a table of regulations which shows the legal basis, purpose, issuing authority, and citation.

SINAI, NATHAN; HALL, MARGUERITE F.; HOGUE, V. M.; and STEEP, MIRIAM. *Medical Relief in Michigan; A Study of the Experience in Ten Counties*. Ann Arbor: Edwards Brothers, Inc., 1938. 146 pp. Processed.

The substance of a study begun in April 1935 as a project of the Federal Emergency Relief Administration on public and private medical-relief agencies in Michigan in 1934. Ten of the State's eighty-three counties were selected for detailed investigation, the others being surveyed as far as possible through questionnaires. The general and medical relief structures are described in detail, with chapters on medical, dental, hospital, and miscellaneous services, including type of care and costs.

U. S. PUBLIC HEALTH SERVICE. *Report of a Survey of the Health Department and Other Health Agencies in the District of Columbia*. Washington: U. S. Government Printing Office, 1939. 400 pp.

Recommendations and reports on specific activities presented by experts of the Public Health Service on the basis of a 1937 survey of the District of Columbia Health Department.

"The Wagner Bill for Medical Care." *Social Security*, New York, Vol. 13, No. 4 (April 1939), p. 3.

Describes and comments on the "National Health Bill" introduced in Congress by Senator Robert F. Wagner.

WILSON, SIR ARNOLD, and LEVY, HERMANN. *Workmen's Compensation*. Vol. I. *Social and Political Development*. London, New York: Oxford University Press, 1939. 328 pp.

"In this, the first of two volumes dealing comprehensively with the whole question of Workmen's Compensation from the sociological point of view, we have endeavored to trace the development of this form of social protective legislation from its earliest historical beginnings, and to set forth, in some detail, the successive steps hesitatingly taken by Parliament to protect workmen from the worst effects of industrial injuries and diseases . . ." English legislation since 1880 is analyzed, as are reports of various committees appointed to study the subject. Five chapters are devoted to an analysis of the 1920 report of the Departmental Committee on Workmen's Compensation—the Holman Gregory Report. The authors recommend that a workmen's compensation commissioner be appointed and that the "present excessive costs of administration" be reduced "by a system of State Insurance or otherwise." A bibliography is included.

## PUBLIC WELFARE AND RELIEF

AMERICAN PUBLIC WELFARE ASSOCIATION. *Adequate Staff Brings Economy; A Demonstration Conducted by the Chicago Relief Administration in Cooperation With the Illinois Council on Public Assistance and Employment*

and the Illinois Emergency Relief Commission. Chicago: The Association, 1939. 45 pp.

The report on an experiment conducted in Chicago in 1938 "to discover what could be accomplished by a single district office, serving as a demonstration unit, with regard to more thorough investigations, reduced relief costs, and better services to relief recipients and the community, when given a larger staff with reduced case loads, closer supervision, better floor plans, procedures, and equipment."

"Congress Considers Welfare Bills." *Public Welfare News*, Chicago, Vol. 7, No. 3 (March 1939), pp. 1-3.

A review of the Wagner, Byrnes, and Woodrum bills on health services, unemployment, and other social services. Other proposed amendments to the Social Security Act are also briefly described.

"Congress Moves to Control Relief." *Congressional Digest*, Washington, Vol. 18, No. 2 (February 1939), pp. 35-64.

Relief of the unemployed, as illustrated in the discussions of appropriations for the Works Progress Administration, is the general topic for this issue, which contains a summary of the problem, excerpts from the message of the President, statistical information, committee reports, and a section of comment on existing methods of administering relief funds.

GIFFIN, ARCH K. "County Infirmaries in West Virginia." *West Virginia Public Assistance Journal*, Charleston, Vol. 2, No. 3 (February 1939), pp. 14-18, 22.

Excerpts and summaries from a master's thesis on social administration, including statistics on infirmaries (poor-houses), characteristics of the inmates, data on plant, management, and appearance, and the effect of the old-age assistance program.

GLASSBERG, BENJAMIN, and HEISE, CORNELIA D. "A Children's Division in a Public Relief Agency." *Social Service Review*, Chicago, Vol. 13, No. 1 (March 1939), pp. 48-62.

Describes the work of the Children's Division of the Milwaukee County Department of Outdoor Relief, with particular reference to the problem of children of unmarried parents.

HALL, BARBARA BURRELL. "An Experiment in Group Interpretation to Applicants in a Public Relief Agency." *The Family*, Albany, N. Y., Vol. 19, No. 10 (February 1939), pp. 329-333.

A detailed description of the experience of the Bay County, Michigan, Emergency Relief Administration in adopting the method of meetings with groups of relief applicants in the place of individual intake interviews. Although initiated as an emergency measure to eliminate long waiting, the group technique, according to the author, proved more successful than the previously accepted individual approach.

HOEHLER, FRED K. "Attorney-Generals and Public Assistance." *State Government*, Chicago, Vol. 12, No. 4 (April 1939), pp. 70-71.

Recommendations of the Advisory Committee on Public Assistance of the Attorney-Generals' Association, of which the author is chairman.

HOEWINK, EDA. "Canopy Relief; An Experiment Against the Social Security Act." *Social Service Review*, Chicago, Vol. 13, No. 1 (March 1939), pp. 32-47.

The term "canopy relief" is used to describe the situation in St. Louis under the Missouri law, which places all public assistance and relief work in one agency. The author declares: "By keeping the categories separate it would be possible to achieve more specialized and individualized services to the people now covered by the Federal Social Security Act, to spare them from the stigma of general relief, and to aid the relief client by demonstrating how a decent job can be done."

LOMASNEY, WINIFRED. "Rural Pioneering is Uphill." *Social Work Today*, New York, Vol. 6, No. 5 (February 1939), pp. 11-13, 30.

Notes some of the differences between urban and rural assistance work, including travel, informality of living, and problems of adequate staff offices.

LOWRY, FERN, Editor. *Readings in Social Case Work, 1920-1938; Selected Reprints for the Case Work Practitioner*. New York: Columbia University Press, 1939. 810 pp. (Published for the New York School of Social Work.)

"The publication of this volume of articles was undertaken in the hope that it might meet a need on the part of case work practitioners and students and teachers of social case work for readily available reference material, and that the bringing together of selected reprints within one volume might serve to emphasize the substantial contribution to the literature of the field which has been made through the medium of professional magazine articles and conference papers."

MCCULLOUGH, WILLIAM H. "The Use of Statistics in Social Welfare." *Southwestern Social Science Quarterly*, Norman, Okla., Vol. 19, No. 4 (March 1939), pp. 370-375.

An account of the functions of statistical research in a State department of public welfare, with special reference to Oklahoma.

MORRISON, ELIZABETH. "Relief Trends and Family Life." *The Family*, Albany, N. Y., Vol. 20, No. 1 (March 1939), pp. 7-10.

A discussion of the effects of submarginal income on family life, with special reference to Cambridge, Massachusetts.

NEW YORK STATE. DEPARTMENT OF SOCIAL WELFARE. *Child Welfare Services in Rural New York State; First Annual Report of the State-Federal Program for Child Welfare Services in Rural Areas in New York State, July 1, 1937-June 30, 1938*. Albany, 1939. 53 pp.

Describes the first year's operation of the program for rural New York areas under title V, part 3, of the Social Security Act, and discusses the training-consultation plan

for local workers. According to the foreword by Commissioner David C. Adie, it "should be of special interest because it illustrates the manner in which the principle of local responsibility operates when the additional factor of Federal support enters."

NEW YORK STATE. DEPARTMENT OF SOCIAL WELFARE. *Notes on the Law of Citizenship for Use of Commissioners of Public Welfare and Other Public Welfare Officials*. Prepared by William C. Hinckley. Place not given. No date. 40 pp.

A pamphlet giving the basic law for determining who are American citizens.

SADOW, SUE E. "Common Factors in Family Budgeting for Public Assistance." *The Family*, Albany, N. Y., Vol. 19, No. 10 (February 1939), pp. 334-341.

Emphasizes the need for uniform budgeting for all types of assistance, with special reference to conditions in New York City. The same issue contains an article by Elise de la Fontaine on "The Interdependence Between Home Economics and Case Work."

STRODE, JOSEPHINE. "The County Worker's Job: Swing-ing the Depression." *Survey Monthly*, New York, Vol. 75, No. 4 (April 1939), pp. 108-110.

This article, the seventh in the series, is a description of a county youth council and its problems and activities in helping unemployed young persons to find employment.

THOMSON, REX. "The Taxpayer and Relief." *Tax Digest*, Los Angeles, Vol. 17, No. 4 (April 1939), pp. 113-115, 131-132.

An address by the Superintendent of Charities, Los Angeles County, before the California Taxpayers' Association.

U. S. WORKS PROGRESS ADMINISTRATION, NEW YORK CITY. *Report on Public Assistance . . . of the Advisory Council . . . and of the Research Staff*. New York, March 14, 1939. 268 pp. Processed.

The recommendations of an advisory council appointed last May by the New York Works Progress Administration and the report of the council's research staff, which was directed by Professor Don D. Leschier of the University of Wisconsin. The factual report deals first with the general aspects of public assistance, unemployment, relief, and social insurance, followed by intensive studies of New York City. The council's report includes recommendations on correlating work relief with unemployment indexes, substituting general direct relief for the public-assistance categories, greater placement activity by the Employment Service, and a general policy looking toward maximum private employment opportunities.

U. S. WORKS PROGRESS ADMINISTRATION. DIVISION OF RESEARCH. *Former Relief Cases in Private Employment*. By Joseph C. Bevis and Stanley L. Payne. Washington: U. S. Government Printing Office, 1939. 23 pp.

"This report presents the findings of a study of 1,108 families in 13 cities which left the relief rolls during the summer of 1935 because a member of the family had



obtained employment in private industry. It shows that, even during a period of increasing business activity, the obtaining of a private job provides no definite assurance that a closed relief case will not again need public assistance."

WILSON, DONALD V. "Public Assistance in Louisiana." *Public Welfare in Louisiana*, Baton Rouge, Vol. 3, No. 1 (April 1939), pp. 4-9, 24.

A survey of the Louisiana services, including an outline of the State's administration of the programs under the Social Security Act.

WOOD, SAMUEL E. "Work Camps or Nothing." *Survey Monthly*, New York, Vol. 75, No. 4 (April 1939), pp. 99-101.

A description of the work-camp system of relief for California's unattached resident men. Alteration of a previous policy of "camp care only" for single unemployed men has placed the system on a voluntary basis and, according to the author, has put social workers "in a position honestly to support the California work camp program."

## UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

BURKE, WILLIAM W. "The Merit System of Examinations in Unemployment Compensation in Missouri." *Social Service Review*, Chicago, Vol. 13, No. 1 (March 1939), pp. 77-92.

A description of the Missouri examinations, including "the use of a semi-independent agency to conduct examinations and oversee the personnel program; the use of a committee of disinterested citizens to be in charge of such an agency; the role in personnel matters played by the Federal authority in the case of a social service under the Federal Social Security Act; the use by such an agency of the various technical devices which have been developed in the merit system, including the systematic recruiting of applicants, the oral interview, etc."

"Byrnes Proposals Lack Reality." *Social Security*, New York, Vol. 13, No. 4 (April 1939), pp. 5-6.

A criticism of the bill introduced by Senator Byrnes, Chairman of the Senate Committee on Unemployment and Relief, relating to unemployment insurance and relief and old-age assistance.

FELDMAN, HERMAN, and SMITH, DONALD M. *The Case for Experience Rating in Unemployment Compensation and a Proposed Method*. New York: Industrial Relations Counselors, Inc., 1939. 66 pp. (Industrial Relations Monographs No. 1.)

"This brief study is an argument in favor of experience rating and suggests a formula that in the opinion of the authors will prove practicable in administration." Part I, Experience Rating in Principle, emphasizes the value of incentives to regularization and contains critical analyses of the principal arguments against merit rating. Part II, Experience Rating in Practice, considers existing legislation and contains the outline of "a method that is believed to

be simple, economical, and effective." The authors hold that the "real difficulty is essentially technical" and declare that defective legislative drafting based on inadequate study should not prejudice the case for merit rating. "To the extent that administrative difficulties are reduced by better techniques, the chief obstacles to the inclusion of experience rating will be removed and the way prepared for a system of unemployment compensation that will provide incentives to regularization as well as cash relief for the unemployed." A bibliography is included.

GRADY, NOEL. "A Complete Syllabus of Unemployment Compensation." *Starchroom Laundry Journal*, Cincinnati, Ohio (March 1939), pp. 44, 46 ff.

Notes the attitude of the laundry industry toward unemployment compensation taxes and offers suggestions for savings through merit rating under various State laws.

HAIG, ROBERT MURRAY. "New York State Unemployment Relief Costs: Loans vs. a Pay-As-You-Go Policy." *Annalist*, New York, Vol. 53, No. 1365 (March 15, 1939), pp. 390-391.

From an analysis of New York's financial policy respecting unemployment relief, Professor Haig finds in the situation "a warning that real limits do exist upon amounts that can be devoted to such purposes and that these limits are nearer than has been realized generally."

HENRY, THOMAS F. "Missing Wage Records and the Claimant." *Monthly Bulletin of Placement and Unemployment Compensation Division*, New Haven, Vol. 4, No. 3 (March 1939), p. 9.

Describes Connecticut's procedure in handling claims for which wage records are either missing or incomplete.

LIVELY, C. E. *Replacement Requirements of Gainful Workers in Agriculture in Ohio*. Columbus: Ohio State University and Ohio Agricultural Experiment Station, 1938. 16 pp. Processed. (Department of Rural Economics, Mimeograph Bulletin No. 109.)

"Estimates of the number of persons required to replace those gainful workers who are lost to the agricultural industry through death or retirement." It is estimated that in the decade 1930-40 only 54.3 percent of rural-farm males reaching age 20 will be needed for such replacement.

LURIE, HARRY L. "The Byrnes Report and WPA." *Social Work Today*, New York, Vol. 6, No. 7 (April 1939), pp. 5-7, 20.

A critical comment on the report of the Senate Special Committee on Unemployment and Relief, with particular reference to the conclusions dealing with public works as a factor in combating depression unemployment. Because of its "flexibility, greater elasticity and variety," WPA employment is said to be less expensive than public works and more adequate than the dole.

MCDONALD, CHARLES. "Value of Current Statistics in Improving Office Operations." *Monthly Bulletin of Placement and Unemployment Compensation Division*, New Haven, Conn., Vol. 4, No. 3 (March 1939), pp. 4-8.

Specific illustrations of the value to the employment office manager of thorough familiarity with current operating statistics.

MOORE, TOM. "Canadian Manufacturers' Association and Unemployment Insurance." *Canadian Congress Journal*, Montreal, Vol. 18, No. 3 (March 1939), pp. 9-10.

A reply to an article by H. W. Macdonnell of the Canadian Manufacturers' Association which appeared in *Industrial Canada* for February. Using figures on unemployment compensation for Great Britain and the United States, the author answers criticisms of alleged cost and inadequate benefits.

"New York Legislators Study Unemployment Insurance Collapse." *Social Security*, New York, Vol. 13, No. 4 (April 1939), pp. 7, 12.

A discussion of the findings of the legislative investigating committee of New York State and the recommendations of the State Advisory Council on unemployment compensation in New York.

REED, ELLERY F. "Relation of Unemployment Insurance to Relief in the United States." *Social Service Review*, Chicago, Vol. 13, No. 1 (March 1939), pp. 63-76.

After a factual review of unemployment compensation and relief benefits of all types, the author presents a program for the unemployed in which unemployment assistance as a category of the Social Security Act would play a prominent part. The relation of unemployment payments to need and the expansion of coverage to include cases of sickness are recommended.

REUSS, CARL F.; LANDIS, PAUL H.; and WAKEFIELD, RICHARD. *Migratory Farm Labor and the Hop Industry on the Pacific Coast; With Special Application to Problems of the Yakima Valley*, Washington. Pullman: State College of Washington, Agricultural Experiment Station, August 1938. 64 pp. (Bulletin No. 363.)

"The present study was developed in the belief that a correct knowledge of the facts involved in the hop industry as it affects the farmer and the farm laborer may help to guide programs of ameliorative action." Chapters are devoted to the industry, to life in the camps, obtaining work, migrations, and social and economic characteristics of the hop pickers.

RICHTER, L., Editor. *Canada's Unemployment Problem*. Toronto: Macmillan, 1939. 414 pp. (Studies of the Institute of Public Affairs at Dalhousie University.)

A collection of articles by Canadian civil servants, social workers, and teachers, in which emphasis is placed on factual information rather than controversial policies. The authors and papers are: Nature and Extent of Unemployment in Canada, by S. A. Saunders; Unemployment Aid (Direct Relief), by Dorothy King; Unemployed Youth, by H. A. Weir; Relief and Other Social Services for Transients, by H. M. Cassidy; Prairie Relief and Rehabilitation, by W. L. Jacobson; Relief Land Settlement, by W. M. Jones; Public Works as a Relief

Measure, by A. MacNamara; The Canadian Unemployment Problem in the Light of Foreign Experience, by L. Richter; and What of the Future? by Charlotte Whittom.

RUTTENBERG, HAROLD J. "The Big Morgue." *Survey Graphic*, New York, Vol. 28, No. 4 (April 1939), pp. 266-269.

An account of technological unemployment in the steel industry caused by the introduction of strip mills.

"Season Employment in Agriculture." *Labor Information Bulletin*, Washington, Vol. 6, No. 3 (March 1939), pp. 10-11.

A brief survey of expansion and contraction in farm labor requirements, with a month-by-month survey of general labor-market needs.

SIDEL, JAMES E. "'Far-Off Cattle Have Longer Horns.'" *The Child*, Washington, Vol. 3, No. 8 (February 1939), pp. 172-176. Processed.

"To learn more of what is happening to the children in migrant families in the hop-growing regions of the Pacific Coast, the National Labor Committee during the 1938 hop season made a 5-week field survey in the Willamette Valley, Oregon, and the Yakima Valley, Washington." This paper gives some results of the survey.

"Unemployment Insurance Paid \$83.89 Per Beneficiary During 1938." *Social Security*, New York, Vol. 13, No. 4 (April 1939), pp. 1, 9-12.

Results of "a special study of unemployment insurance in 1938 just completed by the American Association for Social Security." Data are given for 27 States and the District of Columbia. It is contended that "our present unemployment insurance laws function in almost a complete social vacuum, with little relation to the individual needs of the unemployed or the other social provisions made for them."

"Unemployment Insurance Simplified in Seven States." *Social Security*, New York, Vol. 13, No. 4 (April 1939), pp. 1, 4.

Reports trends toward flat benefit rates, flat periods of duration, and simpler methods of computing wages as evidenced by recent amendments to State unemployment compensation laws.

U. S. WORKS PROGRESS ADMINISTRATION. *Decasualization of Longshore Work in San Francisco; Methods and Results of the Control of Dispatching and Hours Worked, 1935-37*. By Marvel Keller. Philadelphia: Works Progress Administration, April 1939. 157 pp. (National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques.)

Deals with methods and results of hiring dock workers in San Francisco since the longshoremen's strike of 1934, which led to the establishment of union hiring halls. "The report shows that the attempt to decasualize longshore work in San Francisco seems to be meeting with a remarkable degree of success. In a 4-week period of a fairly high port activity in 1937, for example, the 4,227 longshoremen

who worked as a part of the regularly registered labor force earned an average of \$170." A bibliography is included.

WOLL, MATTHEW. "Fundamentals in Unemployment Compensation." *American Federationist*, Washington, Vol. 46, No. 4 (April 1939), pp. 367-370.

A summary of the views of the American Federation of Labor on unemployment compensation amendments, as presented to the United States Senate Special Committee to Investigate Unemployment and Relief.

WOYTINSKY, W. S. *Seasonal Variations in Employment in the United States*. A Report Prepared for the Committee on Social Security. Washington: Committee on Social Security, Social Science Research Council, 1939. 154 pp.

The added importance of seasonal employment as a

result of social insurance legislation in the United States has led to this study "to clarify the methodological problems involved and to analyze from this angle available employment statistics for the United States as a whole." Discussions of method are followed by analyses of rhythms in each industry, in terms of indexes and of absolute numbers. A "Calendar of the American Labor Market" gives seasonal conditions by months for the principal industries, with estimates of numbers employed in comparison with the preceding month. A final chapter deals with seasonal variations in hours of work. A major purpose of the study is the stimulation of local research by State unemployment compensation agencies in order to develop further understanding of the complexities of the problem, which are shown to be much greater in this country than in Europe.